

ANALYSIS OF SELECTED BYRNE/JAG
PROGRAMS ADMINISTERED BY THE INDIANA
CRIMINAL JUSTICE INSTITUTE: DRUG COURT,
PROSECUTION, AND LAW ENFORCEMENT
GRANTS, 2005 AND 2006

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The Indiana Criminal Justice Institute Report Series, 2005-07

On January 26, 2006, the Indiana Criminal Justice Institute (ICJI) contracted with the IUPUI Center for Urban Policy and the Environment (Center) to perform descriptive assessments and evaluations of 12 federal grant programs administered by ICJI. The ICJI asked the Center to examine subgrantee files maintained at the ICJI offices and assess the process of subgrantee grant applications and the extent to which reported performance of services is consistent with subgrantee proposals. The primary sources of data for these assessments are the subgrantee applications and their fiscal and performance reports, all of which are maintained as internal administrative records by the ICJI. The major purpose of each assessment is to determine whether subgrantees are producing the services proposed in grant applications, as well as to compile any performance information contained within ICJI's internal subgrantee files.



Executive Summary

In federal fiscal year (FFY) 2005, the Edward Byrne Memorial State and Local Law Enforcement Assistance Grant Program (Byrne) was combined with the Local Law Enforcement Block Grant program (LLEBG) and renamed the Justice Assistance Grant (JAG) program. This report examines a selected group of Indiana Criminal Justice Institute (ICJI) Byrne/JAG awards made to support drug courts and a variety of prosecutorial and law enforcement programs.¹ The population of Byrne/JAG awards analyzed consists of 19 grants during the 2005 operating period (April 1, 2005, to March 31, 2006) and 27 grants during the 2006 operating period (April 1, 2006, to March 31, 2007). This population reflects only part of all Byrne/JAG awards made by ICJI. The fiscal characteristics and geographical distribution of the selected grants are examined, along with ten case studies of subgrantee programs supported by Byrne/JAG. The case studies examine grants from the 2005 operating period for which there was a subsequent JAG grant made for the 2006 period.

Byrne/JAG history

Based on the annual allocations from the U.S. Department of Justice to Indiana and the four-year time frame for expending grant proceeds, ICJI generally invests all its Byrne/JAG funds, but the supply of total available funds has dropped steadily since federal fiscal year (FFY) 1998, and by FFY 2006 was at only 34 percent of its FFY 1998 level (from \$10.7 million to \$3.7 million). Therefore, the continuing fiscal environment of JAG award decisions for 2006–07 and beyond is a declining supply of funds amidst a stable or increasing demand from criminal justice needs in the state. ICJI must focus scarce JAG program funds on only the most important targeted concerns of state criminal justice policymakers. In an era of increasing resource scarcity, understanding the impact of funded programs becomes crucial. Related to this are questions about whether JAG-funded programs are effective and successful in combating their various problems. Unfortunately, there is little systematic information compiled on the comparative performance and success rates of Byrne/JAG subgrantees that would be useful in identifying exemplar programs. The analysis reported here establishes at least rudimentary baselines from which to develop more thorough evaluation efforts in the future.

Statewide overview

During these operating periods, 46 Byrne/JAG awards totaling about \$5.8 million were made to drug courts, prosecutorial, and other law enforcement programs. These selected grants funded seven program categories: alternatives to incarceration, drug courts, education/training, law enforcement, prosecution, joint law enforcement/prosecution, and other. Among this population of grants, drug courts and alternatives to incarceration were the dominant targets of grant decision making, receiving about three-quarters of funds in both years (73 percent in 2005 and 77 percent in 2006). The total Byrne/JAG awards for the 2006 operating period surpassed those of 2005 by more than \$1 million. Awards for 2006 followed the same pattern as 2005, with a few exceptions (e.g., the law enforcement distribution increased sixfold, and prosecution and education/training programs decreased). As noted, drug courts and other alternatives to incarceration were the clear focus of the Byrne/JAG awards selected for this analysis.

Byrne/JAG awards made by ICJI to Indiana jurisdictions are typically intended to assist agencies in addressing or otherwise managing the effects of violent crime and drug offenses. If the jurisdictional distribution of this selected population of Byrne/JAG award amounts in 2005 and 2006 is shown in the

¹ A separate analysis of Byrne-funded substance abuse programs operating from 2004 to 2006 was completed in June 2006. A future analysis of JAG-funded multi-jurisdictional task forces will be produced in summer 2007.



context of violent crime arrests and drug offense arrests per 10,000 adults in 2004, funds are concentrated in comparatively few places. Approximately 36 of 92 Indiana counties reported above average violent crime arrest rates or drug offense arrest rates, but in either 2005 or 2006, Byrne/JAG awards were made to 11 of these high violent crime counties.² ICJI might consider building more explicit linkages between Byrne/JAG awards and counties with higher levels of drug and violent crime arrests.

Grant awards were geographically concentrated within the state: only 20 of 92 Indiana counties received grants—11 for 2005 and 17 for 2006. Of these, only eight received grants both years. Overall, Marion County received the lion's share of grants and total funds during both periods. During 2005, it received eight grants, and ten (37 percent) in 2006. Of the \$5.8 million in Byrne/JAG awards in 2005 and 2006, it received 55 percent. In 2005, Marion County had 13.7 percent of Indiana's population, so by a population standard, Byrne/JAG awards do center disproportionately on Marion County. On the other hand, based on 2004 UCR data (arrests), Marion County reports 40 percent of all violent crime arrests. Thus, by a UCR-based standard, the high level of Byrne/JAG investment in Marion County appears less disproportionate.

Key observations from ten case studies

There is substantial variation in the programs funded by ICJI's Byrne/JAG funds. Program activities range from providing electronic access to legal research tools for public defenders engaging in indigent defense across Indiana, to providing drug treatment and testing, to maintaining multi-county gang member databases. The sheer diversity of these programs makes summary of their activities difficult.

Within the population of grants examined in this report, the ten case studies (21 out of 46 total subgrantee files were analyzed) absorbed 54 percent of Byrne/JAG funds awarded for the 2005 and 2006 operating periods, and included some of the largest grants made from this funding stream. The four drug courts profiled are located in Clark, Marion, Tippecanoe, and Vanderburgh counties. The fifth grant profiled supports "Young Offenders Grant" operations in Marion County Superior Court. The sixth case study is a grant to the Marion County Public Defender Agency (MCPDA), a diversion program for drug and mentally ill offenders. Two drug prosecution programs were examined: Harrison and Washington counties received Byrne/JAG funding to support a prosecutor dedicated to prosecution of drug cases. The report also detailed a grant to the Indiana Public Defender Council to enhance the education and training of attorneys engaging in indigent defense across the state. The tenth case study examined the Johnson/Marion County Regional Gang Interdiction Program (RGIP), a joint law enforcement/prosecution effort to reduce gang activity.

The case studies offer considerable individual detail on the problems defined by these subgrantees, their goals and objectives, the program activities proposed to satisfy those objectives, and fiscal performance of each as of the end of August 2006. One finding across all the programs was the variation in documentation provided by subgrantees. Some programs engaged in full and complete reporting with detailed documentation of the need for the program, and full reporting of the activities produced during the grant period. An example of an above average program is Tippecanoe County's Drug Court program. Other programs submitted much more general applications for funding, apparently assuming the need for which they wished to receive funding was self-evident. This minimalist approach to applications was often accompanied by poor reporting or failure to submit fiscal and progress reports in a timely way. A few

² It should be emphasized here that other Byrne/JAG awards are made by ICJI—most notably MJTF grants—that are excluded from this analysis. Further, some Byrne/JAG subgrantees analyzed in this report might be engaging in multi-county service delivery. Therefore, the number of counties obtaining Byrne/JAG resources is likely to be larger than the number documented in this analysis of selected non-MJTF grant awards.



programs such as the Marion-Johnson County Regional Gang Interdiction Program failed to fulfill even basic reporting requirements to document their use of ICJI funds.

From a combination of the global analysis of this Byrne/JAG program population of selected grants and the in-depth case studies, ten substantive recommendations were developed. In several instances, ICJI has already made progress in implementing relevant changes and, where applicable, these changes are noted. These recommendations and some of ICJI's ongoing operational changes are summarized below:

1. As support for problem statements, it would be helpful to see specific local statistics for drug using offenders and/or drug cases. Problem statements should describe the operating logic of the program.
2. Subgrantees should report other grants received, and what role JAG funds play in replacing prior funding and funding the overall program. There should be a better description of the overall budget for programs, including other sources of funding and how proposed ICJI funding fits in this larger picture. Along with better production statistics, more information of this type is necessary prior to making any comparisons across programs in terms of cost per offender. ICJI has addressed at least part of this recommendation with a new JAG application form that was implemented for calendar year (CY) 2006 grants. As part of this form, information was requested regarding other grants received. Also, for CY2007 grants, full-program budgets will be requested of all applicants.
3. ICJI should encourage subgrantees to expend awarded funds in a timely manner. The *burn rate* (i.e., actual spending) of program expenditures varied across subgrantees. Efforts should be made to expend all funds during the grant period or some explanation as to why funds could not be expended should be given. Shortfalls in one year's spending should be recognized and carried over into subsequent grant awards. Regarding the rate of grant spending by subgrantees, ICJI has implemented new grant monitoring procedures for CY2006 awards that should lessen or eliminate the problem of subgrantees not spending all of their award within the grant operating period.
4. Grant recipients should be required to produce more complete metrics to document the progress of these programs. Subgrantees should document what they did to address goals and objectives and what program activities were actually produced. Given the diversity of JAG program activities, formal evaluation of subgrantees might only be possible through the analysis of self-reported performance statistics. For CY2006 awards, ICJI introduced and required new performance metrics for MJTFs, drug courts, drug prosecutors, gang task forces, and Residential Substance Abuse Treatment. The performance metrics were changed from being reported semi-annually to quarterly. Performance reports are due the 20th day following the close of the quarter. Also, ICJI's new grant monitoring procedures should address the issue of making sure reports are submitted in a timely manner.
5. The increased reporting required for the JAG grant applications, especially the budget narrative, and the evaluation component are tremendous improvements over the 2004 Byrne applications. Similarly, the information requested in the current quarterly performance reports, particularly for drug courts is a great improvement over the previous semi-annual report form. Regular follow-up will be required by ICJI staff to ensure information from quarterly reports are submitted in a more timely fashion.
6. Efforts should be made to document how DCs are satisfying the ten key components of drug courts (Appendix 4). The programs profiled here seemed to establish working drug courts, although most documented the enforcement/monitoring aspects of their programs more fully than treatment aspects. At this time, subgrantees are required to list the kinds of treatment services available, but not required to document the degree to which DC participants engage in various treatment options. Tracking this information is crucial for evaluating the operation of drug courts. Specific information on the range of treatment services should be made available as well as whether they are actually being used by DC participants. The recently created quarterly performance report for drug courts would be ideal for this



purpose. The new performance matrix for drug courts that ICJI implemented for CY2006 awards is based on the ten key components for drug courts. According to ICJI staff, the performance matrix is based on a similar report currently used in Michigan.

7. Potential subgrantees need to have a good understanding of what program evaluation is, and how it is accomplished. Many subgrantee applications addressed program evaluation, but showed confusion about how to engage in meaningful program evaluation. While the sometimes high costs of program evaluations might be difficult to be build into many JAG-funded program budgets, in the case of some selected key JAG-funded programs, ICJI might consider requiring that at least some of the costs of program evaluations be included in the submitted budgets.
8. Concerning all JAG subgrantees, ICJI should consider adopting a more systematic Byrne/JAG reporting data base, for quarterly progress and fiscal reports (excluding MJTF programs, which have an operating relational data base already).
9. Regarding the state's largest criminal justice investments, several Byrne/JAG programs in Marion County (Young Offender Grant and the Marion-Johnson County Gang Interdiction Unit) require much closer reporting supervision. These programs have provided no real record of their possible impacts—if there are any. They should not be funded further without some measures of performance. Because of their proximity to ICJI, site visits would be a useful tool for documenting the actual activities of the various funded programs. In addition, ICJI's new grant monitoring policies and quarterly reporting requirements should improve ongoing assessments of the largest JAG investments around the state.
10. Some subgrantees are not offering large programs even though there are apparently large supplies of potential clients or consumers. For instance, the Marion County Public Defender Agency Forensic Diversion has plenty of room to expand, as do a few other subgrantee programs. Clark County Adult Felony Drug Court is another JAG program apparently under-serving its potential market.



Introduction

In summary and by case studies, this report examines a selected population of Byrne/JAG awards to drug courts, prosecution, and law enforcement entities, and explores the applications and filed reports of ten subgrantees that implemented alternative to incarceration (drug courts and diversion) programs, drug prosecutors, education/training, and a two-county gang intervention program. Limiting the grants analyzed here to those categories results in a population of 19 grants during the 2005 operating period (April 1, 2005 to March 31, 2006) and 27 grants during the 2006 operating period (April 1, 2006 to March 31, 2007). The report examines the population of Byrne/JAG grants except those made to multi-jurisdictional task forces or residential substance abuse programs.

The Byrne/JAG examination is organized into four parts. The first section provides an overview of Byrne/JAG grants, including the allocation of Federal Byrne/JAG funds to Indiana and the rate at which ICJI spent these funds from FFY 1997 to 2006. In the second section, ICJI grants for the 2005 and 2006 operating periods are profiled in terms of the categories of programs funded by Byrne/JAG proceeds, their geographical distribution, and a general description of the subgrantees that have received awards for the two operating periods. The third section profiles ten subgrantee programs funded during the 2005 and 2006 operating periods. These ten programs comprise grants made in the 2005 operating period for which a subsequent Byrne/JAG grant was made for the 2006 operating period. The case studies represented approximately one-half of Byrne/JAG funds awarded during the periods for this selected population of grants, and about the same share of discrete grant awards (21 of 46). The final section discusses key findings and recommendations for management of future JAG awards.



Byrne/JAG Program Description and ICJI Grant History

Byrne/JAG Program

Prior to FFY 2005, the primary source of federal funding for state and local criminal justice agencies was the Edward Byrne Memorial State and Local Law Enforcement Assistance Program (Byrne). The Byrne program was created with the passage of the Anti-Drug Abuse Act of 1988 to “improve the functioning of the criminal justice system—with emphasis on violent crime and serious offenders—and enforce state and local laws that establish offenses similar to those in the federal Controlled Substances Act.”³ The Byrne program was administered by the Bureau of Justice Assistance (BJA).

In FFY 2005, Byrne and Local Law Enforcement Block Grants (LLEBG) were merged to create the Justice Assistance Grant (JAG) program.⁴ The LLEBG program provided funds to local units of government to improve public safety and reduce crime.⁵ The Consolidated Appropriations Act of 2005 authorized the merger.⁶ Once awarded to states and eligible local units of government, “JAG funds can be used for state and local initiatives, technical assistance, training, personnel, equipment, supplies, contractual support, and information systems for criminal justice for any one or more of the following purpose areas:”⁷

1. Law enforcement
2. Prosecution and courts
3. Prevention and education
4. Corrections and community corrections
5. Drug treatment
6. Planning, evaluation, and technology improvement

Prior to implementation of JAG in Indiana, ICJI defined 11 priority areas from the 29 Byrne purpose areas (for more information see Appendix 1). Byrne applicants to ICJI were required to specify which of the 11 priority areas their programs addressed. JAG applications required applicants to highlight which of the six areas listed above their individual programs addressed. All of the 46 grants documented here fall into one or more of these six categories, primarily in areas 1, 2, 3, and 5.

ICJI Byrne/JAG Funding History

Table 1 summarizes yearly Byrne and JAG awards. From FFY 1997 through FFY 2004, approximately \$82.6 million in Byrne funds were awarded to Indiana. Indiana received approximately \$9.7 million in JAG awards for 2005 and 2006. During the 1997–2004 period, the Byrne grant amount peaked in 1998, then decreased through 2004. The average annual grant amount was approximately \$10.3 million.

³ Bureau of Justice Assistance. Retrieved July 27, 2006, from <http://www.ojp.usdoj.gov/BJA/grant/byrne.html>

⁴ Bureau of Justice Assistance. *Edward Byrne Memorial Justice Assistance Grant (JAG) Program, FY 2006 State Solicitation*. Retrieved July 18, 2006, from <http://www.ojp.usdoj.gov/BJA/grant/06JAGStateSol.pdf>

⁵ Bureau of Justice Assistance. Retrieved August 28, 2006, from http://www.ojp.usdoj.gov/BJA/grant/llebg_app.html

⁶ Bureau of Justice Assistance. *Justice Assistance Grant (JAG) Program, 2005*. Retrieved July 18, 2006, from <http://www.ojp.usdoj.gov/BJA/pdf/jag05rpt.pdf>

⁷ Bureau of Justice Assistance. Retrieved July 27, 2006, from <http://www.ojp.usdoj.gov/BJA/grant/byrne.html>



Table 1: Federal Byrne and JAG grants to Indiana, FFY 1997-2006 and Byrne spending rates, FFY 1997-2004

Year (FFY)	Federal Byrne amount	Federal JAG amount	Byrne amount spent	Burn Rate (%)
1997	\$10,596,864		\$10,162,161	95.9
1998	\$10,718,435		\$9,841,413	91.8
1999	\$10,660,000		\$10,620,636	99.6
2000	\$10,332,362		\$10,323,193	99.9
2001	\$10,299,369		\$10,295,359	100.0
2002	\$10,160,474		\$9,788,578	96.3
2003	\$10,038,953		\$8,517,852	84.8
2004	\$9,806,365		\$8,475,304	86.4
2005		\$6,034,252		
2006		\$3,696,033		
TOTAL	\$82,612,822	\$9,730,285	\$78,024,495	94.4

Source: ICJI Financial Status Reports to Office of Justice Programs.

JAG and Byrne grants are awarded to ICJI for a period of four years.⁸ However, in practice, because of the time required for paperwork and the processing of grant agreements, ICJI often has less than four years to fully allocate a given FFY's proceeds. Grants not fully expended over the four years may either have their grant periods extended with BJA authorization or the balances are returned to BJA. Table 1 also shows the yearly *cumulative* expenditures of allocated Byrne funds, as well as the burn rates (actual spending) for each of the grants.⁹ ICJI spent approximately \$78 million or 94 percent of the total \$82.6 million in Byrne awards. The only two years in which burn rates were below 90 percent were 2003 and 2004. In general, it appears ICJI does not have to send much of its Byrne awards back to BJA.

Indiana's Byrne/JAG awards fund many different types of programs: multi-jurisdictional drug task forces, community crime prevention and violence reduction programs, court improvement programs, correctional improvement programs, information development and improvement programs, and alternative to incarceration programs.¹⁰ This analysis focuses only on drug courts, alternatives to incarceration, and other prosecutorial and law enforcement initiatives not considered multi-jurisdictional task forces or residential substance abuse treatment programs.

⁸ (Byrne) Bureau of Justice Assistance. Retrieved July 28, 2006, from http://www.ojp.usdoj.gov/BJA/grant/byrneguide_04/printer_fr.html.

⁹ The 2003 and 2004 Byrne grants have not reached the end of their four year grant cycle. The 2005, 2006 JAG grants are not included in Table 1 as their amounts expended are not yet known.

¹⁰ ICJI. *Edward Byrne Memorial State and Local Law Enforcement Assistance Program: State of Indiana Annual Report Fiscal Year 2003-2004*. During Indiana's FY2004, \$4.3 million in Byrne funds were awarded to multi-jurisdictional drug task force programs, \$1.3 million to correctional effectiveness programs, \$1 million to information programs, \$586,000 to court effectiveness programs, \$546,000 to alternative to incarceration, and \$57,000 to community crime prevention.



Byrne/JAG Drug Court, Prosecutor, and Law Enforcement Programs, 2005 and 2006

The focus of this report is a selected group of drug court and other judicial programs funded from two sources of funds: FFY 2004 Byrne grants during April 1, 2005, to March 31, 2006 (2005 operating period), and April 1, 2006, to March 31, 2007 (2006 operating period), as well as the FFY 2005 JAG grant used during April 1, 2006, to March 31, 2007 (2006 operating period).¹¹ Appendix 2 explains in detail how the population of selected Byrne/JAG awards was constructed. All findings in this section of the report pertain only to the 46 non-MJTF grants spanning these two operating periods. An assessment of funding allocations by program type within this population of grants can provide ICJI with a better understanding of how grant funds are being spent and assist them in developing future strategies consistent with state priorities.

During these operating periods, 46 Byrne/JAG awards totaling approximately \$5.8 million were made to drug courts, prosecutorial, and other law enforcement programs (Table 2). Grants funded seven program categories: alternatives to incarceration, drug courts, education/training, law enforcement, prosecution, law enforcement/prosecution, and other—with drug courts receiving about two-thirds of funds in both years (61.7 percent in 2005 and 68.7 percent in 2006). The total award for the 2006 operating period surpassed that of 2005 by more than \$1 million. Awards for 2006 followed the same pattern as 2005, with a few exceptions. The law enforcement distribution increased more than sixfold mainly due to funding the Indiana State Police meth suppression unit. Conversely, prosecution and education/training programs decreased substantially in the 2006 operating period.

Table 2: Byrne/JAG awards to subgrantees by program type, 2005 and 2006

Category	2005 operating period				2006 operating period			
	N	%	Total	%	N	%	Total	%
Drug courts	7	36.8	\$1,439,730	61.7	15	55.6	\$2,404,021	68.7
Alternatives to incarceration	2	10.5	\$259,540	11.0	2	7.4	\$289,594	8.3
Education & training	2	10.5	\$198,044	8.0	1	3.7	\$90,000	2.6
LE/prosecution	1	5.3	\$158,693	6.8	2	7.4	\$128,680	3.7
Prosecution	4	21.1	\$148,919	6.4	3	11.1	\$125,500	3.6
Law enforcement	2	10.5	\$68,777	2.9	3	11.1	\$433,487	12.4
Other	1	5.3	\$60,000	2.6	1	3.7	\$27,846	0.8
TOTAL	19	100	\$2,333,703	100.0	27	100	\$3,499,128	100.0

The allocation of Byrne/JAG awards by ICJI to Indiana jurisdictions occurs within the larger state environment of violent crime and drug offenses. In practice, managing the effects of these offenses is frequently the focus of grant awards. Map 1 depicts the jurisdictional distribution of total Byrne/JAG award amounts in 2005 and 2006 in the context of two proxy indicators of crimes targeted by subgrantees: violent crime arrests and drug offense arrests in 2004, expressed as rate of arrests per 10,000 adult population. Of the 92 Indiana counties, approximately 36 reported above average violent crime arrest rates. In either 2005 or 2006 for this population of 46 grants, Byrne/JAG awards were made to 11 of these

¹¹ Two of the Byrne grants included in this review (03-DB-055, 03-DB-056) for the 2005 year are FFY 2003 grants and have July 1, 2004, to March 31, 2006, grant periods. In addition, three of the FFY 2004 grants (04-DB-047, 048, 049) included for the 2006 year have January 1, 2006, to December 31, 2006, grant periods, and one grant (04-DB-046) has a December 1, 2005 to November 30, 2006 grant period.



high violent crime counties. Similarly, about 35 counties reported above average drug arrest rates, and ten of these counties received Byrne/JAG awards in at least one of the two years. Please note that ICJI provides other Byrne/JAG resources—most notably, MJTF grants—that are multi-county, and some of this population of grants might operate on a multi-county basis. Thus, the number of counties without Byrne/JAG resources in these two operating periods is likely to be less than noted in this report. Nevertheless, ICJI might consider building more explicit linkages between Byrne/JAG awards and counties with higher levels of drug and violent crime arrests. Appendix 3 provides a description of 2004 violent crime and drug arrests, arrayed alongside the population of 2005 and 2006 operating period Byrne/JAG awards analyzed in this report.

Table 3 provides additional detail on the distribution of this population of Byrne/JAG grants by county. These awards were geographically concentrated within the state. Altogether, only 20 of 92 Indiana counties received grants—11 for 2005 and 17 for 2006. Of these, only eight received grants in both years. Three of the counties that received funding during the 2005 period—Floyd, Hancock, and Starke—did not receive funds during 2006. However, nine new counties—Allen, Dubois, Lawrence, Madison, Parke, Scott, St. Joseph, Vigo, and Warrick—received funding during the 2006 period. Marion County received the lion's share of grants and total funds during both operating periods. During the 2005 period, Marion County received eight grants, Clark County received two, and each of the remaining counties received one. In 2006, Marion County received the most grants with ten (37 percent). Johnson County received two grants and all remaining counties received one grant each.¹² Of the \$3.5 million in grant awards, Marion County received 49.8 percent, with a steep drop-off to the remaining counties (e.g., the next highest, Madison, received 6.3 percent). In 2005, Marion County had 13.7 percent of Indiana's population, so Byrne/JAG awards appear disproportionately centered on Marion County. On the other hand, based on 2004 UCR data (arrests), Marion County reports 40 percent of all violent crime arrests. Thus, by a UCR-based standard, the high level of Byrne/JAG investment in Marion County appears less disproportionate.

¹² Johnson County received two six month grants for the same project. As such, for purposes of grant counts by county, Johnson County received two grants. However, for purposes of grant review, these grants were reviewed together given that no separate application was submitted and they ran for a typical grant year.



Table 3: Byrne awards to counties, 2005 and 2006

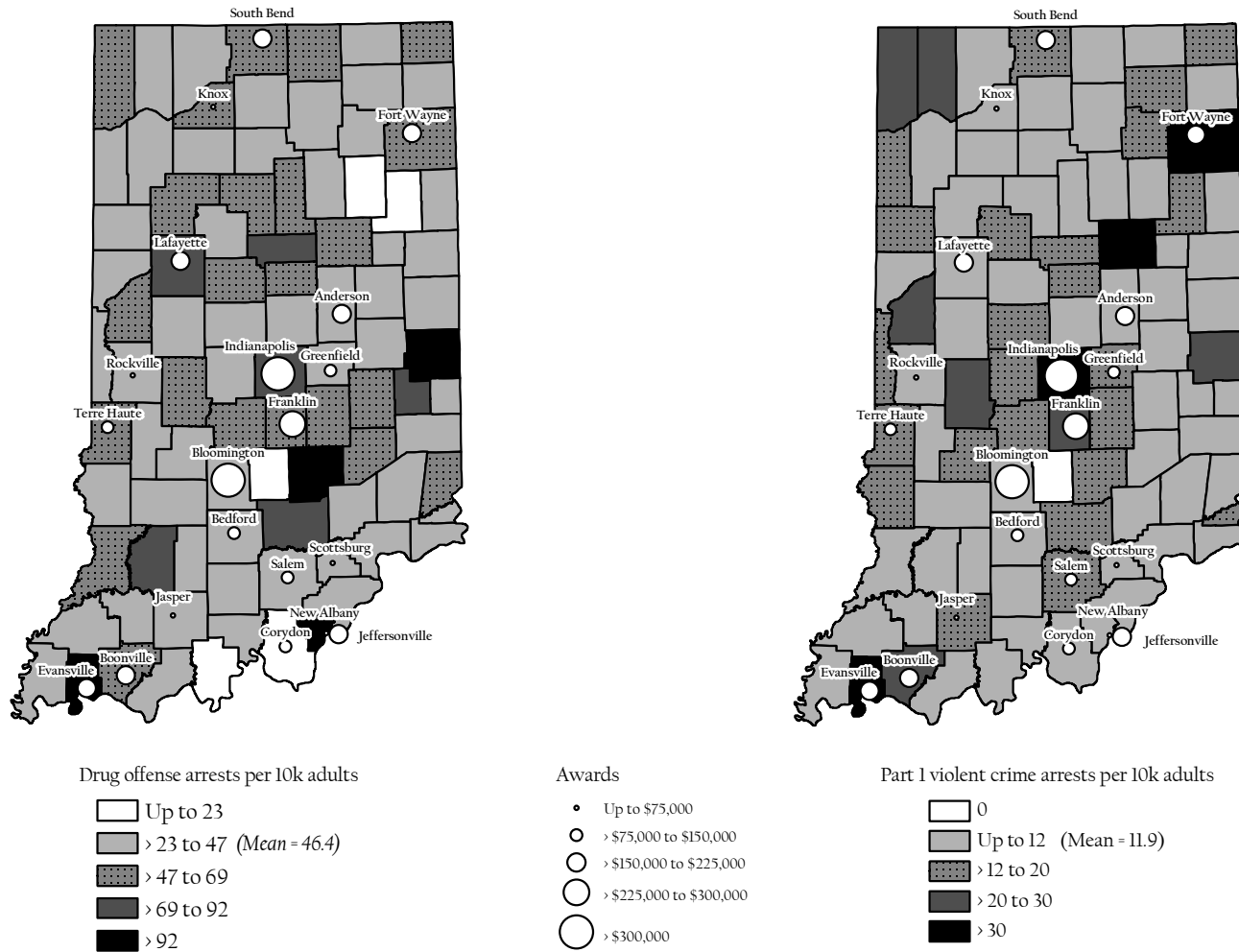
County	2005 operating period			2006 operating period		
	N	Amount	Total amount %	N	Amount	Total amount %
Allen				1	\$162,453	4.6
Clark	2	\$90,212	3.9	1	\$103,500	3.0
Dubois				1	\$57,731	1.6
Floyd	1	\$31,969	1.4			
Hancock	1	\$111,642	4.8			
Harrison	1	\$42,750	1.8	1	\$42,750	1.2
Johnson	1	\$158,693	6.8	2	\$128,680	3.7
Lawrence				1	\$114,660	3.3
Madison				1	\$221,075	6.3
Marion	8	\$1,480,342	63.4	10	\$1,741,249	49.8
Monroe	1	\$165,281	7.1	1	\$151,492	4.3
Parke				1	\$58,256	1.7
Scott				1	\$42,750	1.2
St. Joseph				1	\$150,331	4.3
Starke	1	\$15,026	0.6			
Tippecanoe	1	\$118,000	5.1	1	\$92,710	2.6
Vanderburgh	1	\$79,788	3.4	1	\$95,393	2.7
Vigo				1	\$102,868	2.9
Warrick				1	\$193,230	5.5
Washington	1	\$40,000	1.7	1	\$40,000	1.1
TOTAL	19	\$2,333,703	100	27	\$3,499,128	100

Tables 4 and 5 provide information on specific Byrne/JAG awards in 2005 and 2006. In terms of individual subgrantees, 19 awards were made to drug court and other judicial programs for approximately \$2.3 million.¹³ These grants ranged from approximately \$5,000 to \$620,000 with an average grant amount of about \$123,000. Of the total award plus local matches (\$3.1 million), approximately \$2.6 million (84.5 percent) was expended.

Grants for the 2006 operating period ranged from approximately \$28,000 to \$352,000 with an average grant amount of about \$130,000. Because the grant period for these grants has not yet ended, the total and individual amounts expended are not yet known. Table 5 shows individual grant amounts.

¹³ Final expenditure figures were not available for all subgrantees.

Map 1: Selected Byrne/JAG grants, 2005-2006, by city and 2004 UCR arrests by county



Map created by The Center for Urban Policy and the Environment

Byrne/JAG grants include those made to non-MJTF, non-residential substance abuse programs during 2005 (April 1, 2005 to March 31, 2006) and 2006 (April 1, 2006 to March 31, 2007) operating periods. This grant population includes drug courts, alternatives to incarceration, and other selected law enforcement or prosecution programs.

Table 4: FFY 2004 Byrne awards, 2005 operating period

Drug courts	Subgrantee	Project Title	Federal Award Amount (\$)	Federal Award + Match (\$)	Amount Expended (\$)	Burn Rate (%)
04-DB-030	Marion County Superior Court	Young Offenders Grant	620,477	827,302	658,176	79.6%
04-DB-029	Marion County Superior Court	Marion County Drug Treatment Court	288,530	384,707	325,909	84.7%
03-DB-055	Monroe County Government	Monroe County Drug Treatment Court	165,281	222,328	259,405	116.7%
04-DB-039	Tippecanoe County Superior Court II	Tippecanoe County Juvenile Drug Treatment Court	118,000	157,334	157,097	99.8%
04-DB-013	Hancock Circuit Court	OVWI Drug Court	111,642	148,856	112,542	75.6%
04-DB-041	Vanderburgh Superior Court	Vanderburgh County Day Reporting Drug Court (VCDRDC)	79,788	106,384	60,179	56.6%
04-DB-007	Clark County Adult Felony Drug Court	Adult Felony Drug Court Program	56,012	74,683	74,683	100.0%
Subtotal			1,439,730	1,921,594	1,647,991	85.8%
Alternatives to incarceration						
04-DB-031	Marion Superior Court-Community Court	Community Court of Indianapolis	144,540	194,941	134,530	69.0%
04-DB-028	Marion County Public Defender Agency	Forensic Diversion: Alternative to Incarceration	115,000	153,334	134,717	87.9%
Subtotal			259,540	348,275	269,247	77.3%
Education & training						
04-DB-017	Indiana Public Defender Council	Forensic Diversion	193,294	257,726	191,790	74.4%
03-DB-056	Indiana Supreme Court	Bringing our Courts into the Classroom	4,750	5,938	2,736	46.1%
Subtotal			198,044	263,664	194,526	73.8%
Law enforcement & prosecution						
04-DB-020	Johnson/Marion County Prosecutor's Office	Regional Gang Interdiction Program	158,693	211,591	203,975	96.4%
Subtotal			158,693	211,591	203,975	96.4%
Prosecution						
04-DB-014	Harrison County Prosecutor	Harrison County Drug Prosecution	42,750	57,000	57,000	100.0%
04-DB-044	Washington County Prosecuting Attorney	Prosecution of Drug Crimes in Washington County	40,000	53,334	53,334	100.0%
04-DB-008	Clark County Prosecuting Attorney	Clark County Drug Prosecution	34,200	45,600	34,356	75.3%
04-DB-010	Floyd County Prosecutor	Floyd County Prosecuting Attorney	31,969	42,725	34,800	81.5%
Subtotal			148,919	198,659	179,490	90.4%
Law enforcement						
04-DB-019	Indianapolis Police Department	Project C.A.R.E.-Community Action Response and Enforcement	53,751	71,668	71,668	100.0%
04-DB-037	Starke County Sheriff Department	Starke County Drug Officer (T.N.T.)	15,026	20,034	23,376	116.7%
Subtotal			68,777	91,702	95,044	103.6%
Other						
04-DB-027	Marion County Justice Agency	IVRP Project Coordinator	60,000	80,000	41,269	51.6%
Subtotal			60,000	80,000	41,269	51.6%
TOTAL			2,333,703	3,115,485	2,631,542	84.5%

Because these burn (expenditure) rates were based on fiscal data reported in May 2006, they are subject to change. The actual burn rates will increase for some of these grants.

Table 5: FFY 2004 Byrne and FFY 2005 JAG awards, 2006 operating period

Drug courts	Subgrantee	Project Title	Federal Award Amount (\$)	Federal Award + Match (\$)
05-DJ-029	Marion County Superior Court	Young Offenders Grant	352,035	469,380
05-DJ-005	Marion Superior Court, Drug Treatment Court	Marion County Drug Treatment Court	345,383	460,511
05-DJ-013	Madison County Unified Courts (Madison County Drug Court)	Madison County Drug Court Services Centralization	221,075	294,767
05-DJ-006	Marion Superior Court, Juvenile Division	Marion County Juvenile Drug Treatment Court	216,344	288,459
05-DJ-003	Warrick County Superior Court No 1	Warrick County Drunk Driving & Drug Court Program	193,230	257,640
04-DB-048	Allen Superior Court	Allen Superior Court, Criminal Division Services Drug Court Program	162,453	318,578
05-DJ-007	Monroe County Government	Monroe County Drug Treatment Court	151,492	201,990
05-DJ-004	Indiana Judicial Center	State Oversight of Drug Courts	136,891	182,522
04-DB-047	Lawrence County Probation	OVWI Drug Court	114,660	164,813
05-DJ-002	Clark Superior Court II	Drug Court Program	103,500	138,000
05-DJ-011	Vigo Superior Court, Division 5	Vigo County Drug Court	102,868	137,351
05-DJ-010	Vanderburgh County Board of Commissioners	Vanderburgh County Day Reporting Drug Court	95,393	127,191
05-DJ-009	Tippecanoe County Government	Tippecanoe County Juvenile Drug Treatment Court	92,710	131,235
05-DJ-008	Parke County Circuit Court	Parke County Drug Court	58,256	77,675
05-DJ-012	Dubois County Community Corrections	Dubois County Drug Court	57,731	76,975
Subtotal			2,404,021	3,327,087
Law enforcement				
04-DB-049	Indianapolis Police Department	IPD - Badges Without Borders	78,940	105,254
05-DJ-017	Indianapolis Police Department	IPD High Risk Robbery Response	58,536	78,048
05-DJ-015	Indiana State Police	Methamphetamine Suppression Unit	296,011	394,682
Subtotal			433,487	577,984
Alternatives to incarceration				
05-DJ-018	St. Joseph County Community Corrections	Project Roots	150,331	225,258
05-DJ-014	Marion County Public Defender Agency	Forensic Diversion: Alternatives to Incarceration	139,263	185,684
Subtotal			289,594	410,942

Table 5: FFY 2004 Byrne and FFY 2005 JAG awards, 2006 operating period, continued

	Subgrantee	Project Title	Federal Award Amount	Federal Award + Match
Law enforcement & prosecution				
04-DB-057	Johnson County Government	Regional Gang Interdiction Program	80,279	107,039
05-DJ-064	Johnson County Government	Regional Gang Interdiction Program	48,401	74,463
Subtotal			128,680	181,502
Prosecution				
04-DB-060	Harrison County Prosecutor's Office	Harrison County Drug Prosecution	42,750	57,000
04-DB-058	Scott County Prosecutor's Office	Putting the Brakes on Drug Abuse in Scott County	42,750	57,000
04-DB-059	Washington County Prosecutor's Office	Prosecution of Drug Crimes in Washington County	40,000	53,334
Subtotal			125,500	167,334
Education & training				
05-DJ-016	Indiana Public Defender Council	Defender Performance Improvement Project	90,000	120,000
Subtotal			90,000	120,000
Other				
04-DB-046	Indiana Dept of Correction	Indiana AFIS Project	27,846	37,128
Subtotal			27,846	37,128
TOTAL			3,499,128	4,821,977



Byrne/JAG Case Studies: Ten Profiles

Case studies were performed to answer questions about the performance of subgrantees and how individual Byrne/JAG recipients use funds. A set of ten grants was selected for more detailed review. The sampling frame included all 2004 FFY grants (2005 operating period, 04/01/2005– 03/31/2006) where ICJI awarded a subsequent grant for the following operating year (2006 operating period, 04/01/2006– 03/31/2007), which in most cases used 2005 FFY funds.¹⁴ All the case studies reflect ongoing funded projects for ICJI, and represent the most common programs funded by ICJI within this selected population of Byrne/JAG funds. All cases are consistent with the Indiana state priority areas developed by the ICJI Board of Trustees.¹⁵

The dynamic nature of the funding process made it necessary to take a ‘snapshot’ approach to the development of a sample of grants for case study. The selection of (non-MJTF/non-residential substance abuse) Byrne/JAG case studies began with the selection of all subgrantees with grants in the 2005 operating period for which a subsequent grant was made in the 2006 operating period. This only included cases where there was a final disposition on grant applications in the 2006 operating period at the time case studies were being chosen (May 2006). This led to several potential subgrantees being excluded because no final disposition was available at the time of review. However, three grants were added to the case study in late July 2006 because dispositions had been completed, and because they were continuations of comparatively larger grants. This resulted in 10 subgrantees with grants for both 2005 and 2006 operating periods. Once eligible cases were determined using these criteria, they were categorized in terms of the kinds of programs being funding. In the overall population of grants examined in this report, more than 75 percent of this population of Byrne/JAG funds went to drug courts or alternatives to incarceration. Therefore, six of the ten case studies are of this type. Two drug prosecutor programs, one training and education program, and one joint law enforcement and prosecution program comprised the remaining case studies. The ten case studies (21 out of 46 total subgrantee files) represented 54 percent of this selected population of Byrne/JAG grant funds for the 2005 and 2006 operating periods.

The ten case studies are listed in Table 6. Altogether, just under half of relevant Byrne/JAG subgrantee files (46 percent) were reviewed. Because the 2006 operating period was just beginning at the time of this review, case descriptions focus on the 2005 operating period. Relevant changes in the 2006 operating period are assessed from the information available in the grant application and amended budget.¹⁶ Financial figures refer to the combination of ICJI funds and the local match. In most cases, Byrne/JAG funds represent about 75 percent of the total funds expended. Preliminary assessment suggested ICJI and match funds were expended at approximately the same rates. Therefore, funding discussions in the following case studies refer to ICJI funds plus the local match. Subgrantee reporting performance was not uniform, so program assessment was limited by unavailability of key reports for several subgrantees.

¹⁴ For three programs that are profiled, FFY 2004 dollars were used to fund two consecutive operating periods.

¹⁵ Byrne Grant Application, above 1

¹⁶ The only performance or financial data that could be made available for the FFY 2005 reports were the first quarter financial or performance reports. As of the writing of this report, not enough of these reports were available (due 7/20/2006) to adequately evaluate them. Where this information is available for individual grants, it will be discussed.

Table 6: Case studies, Byrne/JAG Awards, 2005 and 2006 operating periods

Cases	Period	Grant	Subgrantee	Project Title	Federal Award Amount (\$)	Federal Award + Match (\$)	Amount (\$) Expended, 2005	Burn Rate (%)
1	2005	04-DB-007	Clark County Adult Felony Drug Court	Adult Felony Drug Court Program	56,012	74,683	74,683	100.0%
	2006	05-DJ-002	Clark Superior Court II	Drug Court Program	103,500	138,000		
2	2005	04-DB-029	Marion County Superior Court	Marion County Drug Treatment Court	288,530	384,707	325,909	84.7%
	2006	05-DJ-005			345,383	460,511		
3	2005	04-DB-039	Tippecanoe County Superior Court II	Tippecanoe County Juvenile Drug Treatment Court	118,000	157,334	157,097	99.8%
	2006	05-DJ-009	Tippecanoe County Government		92,710	131,235		
4	2005	04-DB-041	Vanderburgh Superior Court	Vanderburgh County Day Reporting Drug Court	79,788	106,384	60,179	56.6%
	2006	05-DJ-010	Vanderburgh County Board of Commissioners		95,393	127,191		
5	2005	04-DB-030	Marion County Superior Court	Young Offenders Grant	620,477	827,302	658,176	79.6%
	2006	05-DJ-029			352,035	469,380		
6	2005	04-DB-028	Marion County Public Defender Agency	Forensic Diversion: Alternatives to Incarceration	115,000	153,334	134,717	87.9%
	2006	05-DJ-014			139,263	185,684		
7	2005	04-DB-014	Harrison County Prosecutor	Harrison County Drug Prosecution	42,750	57,000	57,000	100.0%
	2006	04-DB-060			42,750	57,000		
8	2005	04-DB-044	Washington County Prosecuting Attorney	Prosecution of Drug Crimes in Washington County	40,000	53,334	53,334	100.0%
	2006	04-DB-059	Washington County Prosecutor's Office		40,000	53,334		
9	2005	04-DB-017	Indiana Public Defender Council	Forensic Diversion	193,294	257,726	191,790	74.4%
	2006	05-DJ-016		Defender Performance Improvement Project	90,000	120,000		
10	2005	04-DB-020	Johnson/Marion County Prosecutor's Office	Regional Gang Interdiction Program	158,693	211,591	203,975	96.4%
	2006	04-DB-057			80,279	107,039		
	2006	05-DJ-064	Johnson County Government		48,401	74,463		

Because these burn (expenditure) rates were based on fiscal data reported in May 2006, they are subject to change. The actual burn rates will increase for some of these grants.



Table 7 shows the availability rate of fiscal and performance reports for the 2005 and 2006 operating periods. Fiscal reporting for the 2005 operating period appears to be nearly universal (nine of ten subgrantees submitted reports). As of August 15, 2006, only 60 percent had submitted second semi-annual reports describing their activities. Therefore, evaluation of what programs actually did with funds expended, as well as the impact on problems identified, was often difficult.¹⁷

Table 7: Case studies, submission of required reports to ICJI, 2005 and 2006 operating periods

Report Type	2005	%	2006	%
Final Fiscal Report*	9/10	90.0		
Semi-annual Report #2	6/10	60.0		
Financial 1 st quarter			4/9**	44.4
Progress Report 1 st quarter			2/9**	22.2

* Can be reported using 4th quarter report or final report.

** The first quarter of the 2006 operating period for one subgrantee did not end until following the completion of this report so it is excluded from the total.

¹⁷ For example, one subgrantee (Tippecanoe County Juvenile Drug Treatment Court, 04-DB-039) submitted neither final financial reports nor a second semi-annual progress report.



Drug Courts and Alternatives to Incarceration Programs

Case Study 1: Clark County Adult Felony Drug Court

04-DB-007 (\$56,012 Byrne/JAG award, \$74,683 total program)

05-DJ-002 (\$103,500 Byrne/JAG award, \$138,000 total program)

Program Description

The Clark County Adult Felony Drug Court has been in operation since 2002.¹⁸ ICJI first granted funds to this court in the 2005 operating period in the amount of \$74,683. Funding was increased to \$138,000 in the following grant cycle for the 2006 operating period (4/1/2006–3/31/2007). Since 2002, the court has had 40 participants and graduated three. This appears to be a low rate of participation overall in a four-year old system—only ten per year. There is no information on the current status of the other 37, but participants can be in the program for up to three years. The grant application’s description of the program is vague. It states that the drug prosecutor and defense attorney devote some time to the program but does not state how the process works. The statement says that Life Spring Mental Health Services is engaged in providing treatment services and mentions that a “multitude of halfway houses, prevention programs, treatment programs, and law enforcement agencies” are involved. It does not spell out what role these agencies play or how many drug court participants are engaged in these various activities.

Problem Statement, Goals, Objectives, Program Activities

The program statement identifies a clear problem with drug use and associated crime in Clark County. The statement identifies specific statistics from Clark County such as 600 felony drug arrests in 2004 and claims that 80 percent of 4,500 cases since 2000 were drug or alcohol related. No citation information is provided so it is difficult to know whether this was a formal study or simply an estimate. The problem statement also asserts that the county does not have funds for the program, so outside funding is necessary. The application says the program has saved \$600,000 since its inception but does not provide any detail as to how that figure was generated. The goal of the project is to facilitate the return of non-violent addicted persons to a law-abiding self-sufficient lifestyle, which is a bit vague and hard to quantify. It could be interpreted to mean zero recidivism for “non-violent addicted persons.” The grant application describes three objectives:

1. 100 percent of DC participants will be appropriately supervised.
2. 85 percent of DC participants will receive a clinical evaluation to include substance abuse and mental health evaluation.
3. 75 percent of participants will successfully complete the program.

It is not clear why only 85 percent of DC participants are expected to be evaluated for substance abuse. The DC model might expect 100 percent of DC participants be at least screened for substance abuse (see Appendix 4). The objectives make no reference to reducing recidivism, which is a major component of the stated goal, nor is there any reference to the percentage of DC participants successfully completing job training or an expected percentage participating in drug treatment. Such objectives would seem to be relevant and measurable. The application does describe a number of activities to support each of the three stated objectives, such as contacts with offenders, random drug screens, tracking participants’ progress in treatment, and tracking numbers and causes of program terminations. In general the program activities appear to be appropriate. No mention is made of employment issues, likely to be significant for this

¹⁸ Clark County is home for one other Byrne/JAG program: Clark County Drug Prosecution, for which the federal award was about \$32,000 of a \$42,795 total program cost.



population. It is difficult to tell from the application how much these activities will positively impact the problem. There is more detail on the enforcement and monitoring side of the equation. Without more information on exactly what the participants are doing besides taking drug tests or getting visited at home by police and case managers, it is hard to tell if this will produce more than program or legal violations.

Measurements and Performance Metrics

No metrics are directly proposed for the Clark County Adult Felony Drug Court. Project activities mention tracking violations during field contacts, random drug screening, tracking participants' progress in treatment, identification of DC eligible offenders, and which participants need clinical assessment, as well as number and causes of program termination. These are measures of enforcement and monitoring rather than treatment (but are consistent with the stated goals and objectives). For example, there is no listing of how many hours of treatment or number of treatment sessions attended. It is also not clear why only 18 of 29 current DC participants were enrolled in substance abuse/mental health treatment. Presumably, nearly all participants should be engaging in substance abuse treatment as it is a basic component of DC programs.

Table 8: Clark County Adult Felony Drug Court, 2005 operating period

Performance metric	1st semi-annual report	2nd semi-annual report
Number of hours spent conducting field contacts	55	345
Number of field visits	115	315
Number with no violations noted	64	189
Number arrested on new charges	8 (+3 non-DC)	28 (+6 non-DC)
Number of other violations	43	98
Number of drug tests	34	109
Positive	3	23
Percent positive	8.8%	21.1%
Number screened for Drug Court	45	83
Number of Drug Court participants	16	29
Acceptance rate	35.6%	34.9%
Number of Drug Court graduates	4	10
Graduation rate	25.0%	34.5%
Number of Drug Court participants terminated	1	9
Number of Drug Court participants enrolled in treatment for mental health/substance abuse	13	18
Share of all participants	81.3%	62.1%
Number of non-compliant participants	3	7



Fiscal Performance

For the 2005 operating period, Clark County received \$56,012 from ICJI with a local match of \$18,671 totaling \$74,683. It is a relatively small grant within the JAG program, although ICJI's investment in it increased in the 2006 operating period to \$103,500, which joined a local match of \$34,500 (totaling, \$138,000). The grant is mostly personnel and contractual expenditures. Personnel costs go to the full-time drug court director and to a part-time drug prosecutor and public defenders that devote 100 and 50 percent of their time, respectively. Contractual costs are made up of drug testing, law enforcement support for field contacts, and treatment services that are contracted through LifeSprings Mental Health Services. The subgrantee had a 100 percent burn rate in the 2005 grant. Expenditures were consistent with approved expenditures except that the treatment expenditures seem low (only \$250 per participant per year).

Table 9: Budget overview, Clark County Adult Felony Drug Court, 2005 and 2006 operating periods

Category	2005 (\$)				2006 (\$)	
	Proposed	Approved	Actual	Pct.	Proposed	Awarded
Personnel	43,152	43,823	43,823	100	127,152	
Contractual	47,760	28,680	28,680	100	12,000	
Operating exp	3,200	2,180	2,180	100	1,500	
TOTAL	94,112	74,683	74,683	100	140,652	138,000*

* No amended budget was available for the 2006 operating period.

Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

The problem statement in the 2006 application describes the need for the DC using a cost savings analysis, based on what seem to be reasonable estimates of cost, number of offenders and number of jail/prison days saved. However, the only specific evidence of a local drug problem is the claim that 80 percent of 4,500 cases (same number stated in previous grant application) are estimated by the prosecutor to involve drugs or alcohol. Although the goals, objectives, and activities are identical to the 2005 application, position descriptions provided for employees suggest a wider range of activities that appears to be consistent with the DC model treatment components.

This grant proposes extensive data collection efforts as part of a program evaluation. It is unclear who will conduct this program evaluation or how data will be collected, but the information to be collected includes participants' employment status, history of drug use/abuse, abuse victimization, demographic information, education level, current charges, and criminal history which are all to be stored on the case management software. The application also states that the evaluation will examine the effect of the drug court on court case loads and processing times. This sounds ambitious, particularly given that additional funding is not requested to support these activities.

Overall Program Assessment

The Clark County Adult Felony Drug Court program appears to be an average performer among these case studies. The subgrantee submitted all required reports, including a first quarter performance report for the 2005 funding cycle. The first quarter performance report from the 2006 operating period shows that there are currently 34 DC participants but the program has a capacity of 75. It is unclear why the program is only approximately half full, given the size of the purported drug problem in Clark County (80 percent of 4,500 cases—about 3,600). Fiscal reporting is fairly complete. Progress reports provide detail on law enforcement visits/monitoring but less detail on treatment services or drug screen outcomes. The



program has enrolled only 60 offenders to date, which seems low for a program in operation since 2002 and having four full-time employees working with a much larger number of seemingly eligible offenders.



Case Study 2: Marion County Adult Felony Drug Court
04-DB-029, \$288,530 Byrne/JAG award, \$384,707 total program
05-DJ-005, \$345,383 Byrne/JAG award, \$460,511 total program

Program Description

This program is among the largest Byrne/JAG awards for both operating periods. The subgrantee describes a two-pronged approach to drug involved offenders: a drug court (DC) and a re-entry court for drug offenders returning from prison. For the DC component, the Marion County prosecutor will identify eligible cases of non-violent felony drug offenders through a screening instrument. To participate in the drug court, offenders must stipulate to the facts in the charges and enter a plea. Once the offender agrees to participate, charges are pending until they complete the program, at which time the charges are eliminated. If the offender fails the program, the sentence is imposed. DC participants meet weekly with judges and are assigned to case managers, who oversee their long-term drug treatment and employment. Employment is a requirement. The Re-Entry court works in cooperation with the Indiana Department of Correction (IDOC) to identify offenders (with drug issues) within 180 days of their projected release date. These offenders are screened and either put in traditional transitional services or the Re-Entry court. The Re-Entry court oversees those accepted into the program and uses Volunteers of America (VOA) to provide life skills and job training.

Problem Statement, Goals, Objectives, Program Activities

The problem statement refers to the relationship between drug use and crime. Drug use is a problem because it fills up the jails/prisons and creates a revolving door as offenders return to the streets with their addictions and fewer prospects. However, the problem statement refers mainly to national trends and sources, without specific evidence of the drug and crime problem in Marion County. The only Indiana-specific number given is a statement that 4,000 offenders are expected to be returned to Marion County in 2005 according to the IDOC. The problem statement refers to an existing Drug Treatment court in lieu of prison and a new Re-Entry court for those with substance abuse problems that are being reintegrated into society from prison. The statement notes that only 16 percent of program graduates have been re-arrested but does not identify over what period of time or how many people graduated out of the total number of participants.

The goal of the program is “to promote public safety by delivering a coordinated, accountable substance abuse treatment program designed to reduce drug abuse and curtail future criminal activity of non-violent drug abusing offenders using the coercive powers of the court.” The goal refers only to the DC, ignoring the Re-Entry court.

The program proposes three objectives, all fairly consistent with the goal:

1. Offer an alternative to incarceration by providing intense substance abuse services and court supervision to up to 200 non-violent, drug abusing adult offenders in Marion County by May 31, 2006, through the Drug Treatment Diversion Program.
2. Assist the DOC in reducing prison overcrowding by providing comprehensive services and court supervision to up to 150 adult offenders in Marion County by May 31, 2006, through the Re-Entry Court Program.
3. Demonstrate a reduction in recidivism rates among Marion County Drug Treatment Court program participants and graduates similar to drug courts nationally by May 31, 2006 (national success rate not provided).



The program describes specific activities related to these objectives. The activities appear to be consistent with the stated goals and objectives. The program activities that are listed include identification of eligible offenders, provision of legal counsel, monitoring compliance with court orders and participation in treatment, and provision of life skills training, addictions services, and other services as needed. Activities appear well-suited to supporting the programs identified, and would likely have an impact on the drug problems of offenders. There are strong incentives for compliance with both programs' activities and there is a focus on treatment and life-skills in addition to monitoring offender behavior. There is no mention of drug testing, however.

Measurements and Performance Metrics

Although the 2005 application discusses identifying new arrests of participants and the calculation of recidivism rates, the discussion of when and how these measurements will take place is fairly vague. The information in Table 10 comes from the second semi-annual report in the 2005 operating period.

Table 10: Marion County Adult Felony Drug Court, 2005 operating period

Performance metric	2 nd semi-annual report
Number of graduates to date	286
Number of participants	148
Recidivism rate for graduates (within one year of discharge)	12.2
Recidivism rate for terminated	37.4
Recidivism rate for those who withdrew	48.4
Re-entry court serving	88
Re-entry court graduates	3

The Marion County Adult Felony Drug court provided inconclusive performance measures. The subgrantee reports lower recidivism rates for graduates (12.2 percent) compared to those who withdraw (48.4 percent) or were terminated (37.4 percent). The metric defines recidivism as re-arrest within one year of discharge but it is not clear at what point this is measured or how many actual offenders were included in this percentage. The program notes that to date there have been 286 graduates, and that the recidivism for this group is 12.2 percent. It appears the recidivism information is for the program across its entire existence rather than during the grant period. It would be helpful to have the number of graduates relative to the number entering the program over the operating period. A crucial detail for evaluation is also what percentage of participants graduate, but this is not provided. Little information is given regarding treatment activities (e.g., no information is provided on the participation rate in treatment programs or the number of hours of treatment). There is no information regarding the failure rate on drug screens. Overall, better information specific to the grant period is needed.

Fiscal Performance

The Marion County DC first received funding for the 1999 FFY, which means it has been funded by ICJI for seven years. In 2006, it was the second largest Byrne/JAG award administered by ICJI. ICJI funding was consistent at \$160,806 from the 1999 through 2002 funding cycles but substantially increased in FFY 2003 (\$258,676). For the 2005 operating period, Marion County received \$288,530 from ICJI with a local match of \$96,177. For the 2006 operating period, the award amount increased substantially to \$460,511 comprised of \$345,383 from ICJI with a local match of \$115,128. The bulk of the funds were for personnel, including \$352,000 for the program director, a program manager, four case managers, a public defender, a halftime prosecutor and a bailiff. The application called for a police officer to be hired to support the field visits of case managers, but this was not funded.



Table 11: Budget overview, Marion County Adult Felony Drug Court 2005 and 2006 operating periods

Category	2005 (\$)				2006 (\$)	
	Proposed	Approved	Actual	Pct.	Proposed	Awarded
Personnel	381,694	352,175	293,770	83	388,452	
Contractual	7,500	16,628	15,660	94	41,783	
Travel	10,800	10,000	11,064	111	9,521	
Operating exp	24,230	5,904	5,415	92	24,230	
TOTAL	430,284	384,707	325,909	84.7	463,986	463,986*

*No amended budget was available detailing expenditure breakdowns.

Actual expenditures are consistent with proposed expenditures. There was substantial turnover in personnel according to the second semi-annual report so this may account for the failure to expend all personnel funds during the grant period. Assessment of spending issues is difficult because only general category expenditures are reported.

Assessment of 2006 Grant (6/1/2006 – 5/31/2007)

The 2006 program is based on a similar problem statement to the 2005 grant. It provides more detail on the drug problem locally, citing the number of offenders in the IDOC as being approximately 40 percent over-capacity and refers to the overcrowding at the Marion County Jail as being one of epidemic proportions. Although not spelled out, the implication appears to be that reducing recidivism will reduce jail and prison crowding. The statement lists reductions in recidivism due to the program for graduates, but does not state what proportion graduate. The problem statement is mostly a verbatim restatement from the 2005 application. The objectives are specific and address both aspects of the grant program. The activities proposed in the 2005 application are closely tied to the problems that were identified, and appear likely to positively impact the lives of drug offenders. The application proposes to track the number of participants entering the system, their success and recidivism rates. The Re-entry court is new enough that graduation rates are not available. Proposed measurements are similar to the 2005 application. Proposed expenditures are similar to 2005, with most going to personnel and contractual obligations.

Overall Program Assessment

The Marion County Adult Felony Drug Court program appears to be slightly above average among these case studies. This program looks promising in reducing recidivism rates for graduates but it is difficult to tell how effective it is because no data are provided regarding the graduation rate or level of treatment participation. Reporting better performance measures should be a goal. The program did note that turnover was a major problem in staffing the drug court. The Re-entry court is too new to adequately assess. The track record of success is fairly impressive although one must be cautious without specific information on *graduation rates*. The limited reporting of final information for the 2005 operating period also makes one concerned about the potential for non-reporting in the 2006 operating period. This grant spent about 85 percent of allocated funds in the 2005 operating period, yet its Byrne/JAG award for the 2006 period increased 20 percent.



Case Study 3: Tippecanoe County Juvenile Drug Treatment Court
04-DB-039, \$118,000 Byrne/JAG award, \$157,334 total program
05-DJ-009, \$92,710 Byrne/JAG award, \$131,235 total program

Program Description

The program is a juvenile drug court for youths who are adjudicated either on a drug offense, or are non-violent 13- to 16-year-old offenders with a substance abuse history. The program can handle up to 25 youth, who are assessed for a variety of needs. They are then linked to different services in addition to monitoring through drug screens and probation officers. The application is vague about program particulars, beyond stating that youth will have a range of services available to them while they are monitored.

Problem Statement, Goals, Objectives, Program Activities

This application uses specific local details of the drug problem among juveniles as reported in a countywide survey in 2001 and details from court cases related to drug files within the county using 2000-04 data.

This information is specific and describes a growing problem of juvenile drug cases in Tippecanoe County. The application noted that 70 percent of juveniles referred to the court tested positive for illegal drugs.

The stated goal is “to decrease adolescent substance abuse and related criminal offenses.” The program lists three specific objectives, which are consistent with the project goal:

1. 85 percent of youth will test drug free as measured by drug screens in final phase.
2. 70 percent of drug court youth will not have new arrests after acceptance into drug court participation.
3. 70 percent of youth who successfully complete the drug court program will not be arrested within the 12 months post completion of the program.

The grant application lists several activities related to each objective but these are a catalog of programs that DC participants may be using, with no detail on what each program does. The program activities appear to list more specific actions/programs such as case management, family therapy, individual therapy, random drug screening, monitoring by probation officers, weekly educational monitoring, assessments, referrals, treatment team meetings, parent education, and outcome measurements. The linkage of activities to objectives is unclear because minimal detail is provided as to what each activity is, how they are interrelated, and to whom they apply. The program activities could have a positive impact on drug use among juveniles if applied to most or all DC participants appropriately.

Measurements and Performance Metrics

To determine if it has met its objectives, the program must measure the percentage of youths (a) with positive drug screens, (b) with new arrests during program, and (c) arrested after completing programs. It is not spelled out how, when, or by whom this will be done. It would also be useful to see measurements on the treatment side of the program.

The metrics provided are positive indicators of program success, but are unclear because the statistics used in the first semi-annual report are not in the same format as the second report. Also, the numbers implied in the statistics do not always add up to the total number of participants in the program. The fact that no new arrests of program participants were reported appears to be a good outcome, as is a reported 18 percent drug positive rate for participants. However, it is not clear how this figure was derived based on the information provided in the report. This may refer to the percent of positive tests out of the total number of drug screens rather than the number of people testing positive, but this is not clear and raises questions about how the figures were generated.

**Table 12: Tippecanoe County Juvenile Drug Treatment Court, 2005 operating period**

Performance metric	1 st semi-annual report	2 nd semi-annual report
Number of participants in program	16	24
Number graduated from program	1/16	3/24
Number terminated		3/24
Number in final phase and drug free	5/5	unclear
New arrests for participants (since their acceptance)	0/16	0/24
Arrests of graduates (3 months post graduation)	0/1	0/3
Participants remaining drug free (during course of program)	10/16	13/24
Participants testing positive 3 or fewer times (since beginning the program)	4/6	11/11
Participants with multiple positives (since beginning the program)	1/6	

Fiscal Performance

The Tippecanoe County Juvenile Drug Treatment Court first obtained a Byrne/JAG grant in the 2005 operating period. For 2005, Tippecanoe County received \$118,000 from ICJI with a local match of \$39,334. For the 2006 operating period, the total award decreased to \$131,235 (\$92,710 from ICJI plus a local match of \$38,525). The grant mainly funds contractual services in the form of a program director, drug screening, substance abuse treatment, and case management. The remaining money is designated for travel (\$13,000) to an annual drug court training institute in Orlando, Florida, and \$3,700 in printed materials. It is unclear how many people are attending this conference but this figure seems high. The grant funds were largely spent. Assessing whether expenditures were consistent with program activities was difficult because no discussion of specific expenditures was provided. The 2006 award letter was not available by August 15, 2006, so the current award is not known.

Table 13: Budget overview, Tippecanoe County Juvenile Drug Treatment Court, 2005 and 2006 operating periods

Category	2005 (\$)				2006 (\$)	
	Proposed	Approved	Actual	Pct.	Proposed	Awarded
Contractual	100,965	140,034	139,797	99.9	82,000	?
Travel	5,335	13,600	13,600	100	10,710	?
Operating exp	3,700	3,700	3,700	100		?
TOTAL	177,333	157,334	157,097	99.8	131,235	?

Assessment of 2006 Grant (04/01/2006 - 03/31/2007)

The 2006 problem statement is similar to the 2005 grant and uses local juvenile court statistics on drug involved offenders, which are identical or very similar to the 2005 application. The problem statement is thorough and mentions the number of cases from 2005. The application says “the overriding goal of the Tippecanoe County Juvenile Drug Treatment Court is to provide youthful offenders who use or abuse substances with timely access to a wide variety of community resources that will enhance their healthy development, including suspension of all illegal activities, including substance use/abuse.” This goal is more detailed and specific than in 2005. The 2006 application lists six objectives with associated program activities. These objectives are more specific and clearly tied to the project goal than in the 2005



application. Activities are reasonably likely to reduce drug use and enhance life possibilities for Juvenile Drug Court participants.¹⁹

Overall Program Assessment

The 2005 Tippecanoe County Juvenile Drug Treatment Court program appears to be above average among these case studies. All required reports were submitted but with minimal detail, especially relative to expenditures. This program is difficult to assess because of weak documentation of what exactly they did. The outcomes appear positive but, there is little evidence on what DC participants actually did. The 2006 application is a substantial improvement over 2005. A major limitation is uncertainty about how portions of key activities such as drug screens and program evaluation will be funded. Reporting needs to be improved for program activities, how many participants engaged in various programs, and the nature of expenditures. Outcomes should be placed in a consistent metric across reports and numbers should add up to totals that make sense. More detail on the basis of calculations is needed. Travel expenses seem high, especially without knowing how many people attended training. The subgrantee should provide more detail on how program activities are to be funded (e.g., drug screens and program evaluation).

¹⁹ The subgrantee proposes an internal evaluation to be overseen by a statistics professor from Purdue University. The proposed measures, if collected, will dramatically increase the information available for future program evaluations.



***Case Study 4: Vanderburgh County Day Reporting Drug Court
04-DB-041, \$79,788 Byrne/JAG award, \$106,384 total program
05-DJ-010, \$95,393 Byrne/JAG award, \$127,191 total program***

Program Description

Upon arrest, individuals are apprised of the program and can voluntarily apply to the DC within ten days of initial appearance. They are screened for drug and/or mental illness and a treatment plan is developed. There appear to be a number of services that are provided to the participants. There is a \$500 fee charged for the program but this can be waived for indigent participants. There is a daily reporting requirement and weekly random drug tests along with intensive treatment services. The program lasts 18 months, and claims to follow the “10 key components” of a drug court (see Appendix 4), but adds a day reporting component.

Problem Statement, Goals, Objectives, Program Activities

The problem statement refers to an approximate doubling of court caseloads from 1990 to 2002 in Vanderburgh County. While the implication is that more of these are drug cases, there is no local evidence provided to support this claim. Unattributed national statistics from the National Drug Court Institute are used or general statements that the local jail and Indiana prisons are overcrowded. The problem statement says many offenders are mentally ill but provides no supporting statistics. This is an ongoing project funded mainly through the IDOC and about one-third from Byrne/JAG funds. The application states that:

“First and foremost, the goal of the VCDRDC and FDP (Forensic Diversion Program) are (sic) building a system to make offenders accountable (sic) his/her actions while offering treatment for the offenders’ substance addiction and/or mental illness.

- To reduce incarceration of defendants who present a low risk to public safety
- To provide a fully integrated and intensive program
- To provide graduated levels of sanctions for defendants who are not in compliance with the program
- To reduce criminal justice costs, by reducing drug addiction, mental illness, and street crime, and
- To facilitate the enhancement of educational, vocational, and pro-social skill development in criminal defendants.”

The stated objective of the program is “to reduce recidivism among criminal defendants with substance addictions and mental illness.” Goals and objectives appear to be appropriate. In terms of activities, the program lists several specific services to be provided: residential treatment for chemical dependency, detoxification, out-patient treatment for chemical dependency, group and/or one-on-one therapy, mental health evaluation, family treatment, vocational and/or educational training, and employment counseling.

The activities appear likely to reduce drug use and crime, if most services are utilized by participants. Unfortunately, the activities do not discuss the day reporting aspect of the program, which is supposedly the key addition of this program.

Measurements and Performance Metrics

Much more information is needed on most elements of the Vanderburgh County program. The reduction of crime, drug use, mental illness, incarceration, and cost reductions imply that measurements must be made to assess these goals. No specific measurements are proposed. The information provided is minimal. Because this program has operated since 2001, it should have information on graduation and failure rates,



failed drug screens, number of those with jobs, and so forth. There is no mention of mental health services or the status of participants. There is no discussion of the day reporting aspects of the program, which would be helpful. In practice, the only performance metrics provided (from a semi-annual progress report) refer to the entire operation of the program rather than the operating period of the 2005 grant. The program lists 287 participants over four years of operation, with 68 graduates, and notes that 11 of 68 graduates have been re-arrested. No information on the status of the remaining participants is given, nor is there any information on the time frame for re-arrest statistics.

Fiscal Performance

This is a continuation grant that began in the 2001 funding cycle. ICJI funding for it has nearly doubled from \$47,987 in the 2001 cycle to \$79,788 in the 2005 operating period, with a local match of \$26,596. In the 2006 operating period this increased to \$127,191 (\$95,393 in ICJI funds with a local match of \$31,798). Vanderburgh County spent 57 percent of available funds through the 3rd quarter of the 2005 operating period. Actual expenditures are not clearly identified, but appear to be consistent with proposed expenditures.

Table 14: Budget overview, Vanderburgh County Day Reporting Drug Court, 2005 and 2006 operating periods

Category	2005 (\$)				2006 (\$)	
	Proposed	Approved	Actual	Pct.	Proposed	Awarded
Personnel	46,521	46,521	23,908	51	43,151	43,151
Contractual	41,600	41,600	22,004	53	42,840	42,840
Travel	8,630	3,700	2,549	69	5,780	5,780
Equipment	0	0	0		13,700	43,151
Operating exp	21,632	14,563	11,718	81	21,720	21,720
TOTAL	118,383	106,384	60,179	56.6 *	127,191	127,191

*Through 3rd quarter of grant operating period.

Assessment of 2006 Grant (04/01/2006 - 03/31/2007)

The problem statement is virtually identical to the 2005 grant application and uses mainly national statistics with a few references to local felony cases, and no specifics on drug cases. The application lists five fairly detailed goals that make sense. The stated objectives in this grant make limited sense and it appears that the goals and objectives are reversed as in the 2005 grant application. The program description is the same as 2005. The program operates with about 80 participants at a time. There are four phases of the program and it is designed to last 18 months to 3 years. This time frame was not mentioned in the 2005 application so it is unclear if this represents a change from previous program parameters. The activities described in the application appear likely to reduce drug use and crime. The application states that there will be a program evaluation to examine the number of participants who complete the program, and the recidivism rates, of graduates as well as those who are unsuccessful. There will also be exit interviews of all participants and a cost-benefit analysis is to be performed.

Overall Program Assessment

The Vanderburgh County Day Reporting Drug Court appears to be below average among these case studies. The reporting from Vanderburgh County's program is very limited, an apparently ongoing problem, based on repeated correspondence from ICJI to the subgrantee requesting required fiscal and progress reports. The VCDRDC exhibits a consistent pattern of failure to submit timely required information. This program appears to be strong in planning, but weak in implementation. The grant



application all but ignores the fact that the program is ongoing, and it is not clear whether this failure to complete timely reports is also reflective of poor implementation of what otherwise appears to be a viable program. To this end, the subgrantee should be required to submit required reports prior to additional monies being disbursed. It is difficult to assess the quality of the program without such information.



***Case Study 5: Marion County Superior Court Young Offenders Grant
04-DB-030, \$620,477 Byrne/JAG award, \$827,302 total program
05-DJ-029, \$352,035 Byrne/JAG award, \$469,380 total program***

Program Description

This is the largest Byrne/JAG award made by ICJI in both operating periods (excluding MJTF and IDOC substance abuse grants). This grant supports two Marion County courts dedicated to drug cases. The project description focuses on two components—staff and the Drug Treatment Program (DTP) for young offenders. The subgrantee emphasizes the importance of competent staff (e.g., prosecutors, public defenders, and court support personnel) in managing and reducing caseloads. The application describes the treatment program, including the 12 month length of the program, its focus on lifestyle choices and cognitive behavior, and the screening process which has been reduced to two weeks. The subgrantee describes the interplay among Marion County’s Prosecutor, Public Defender Agency, Sheriff’s Department, and Probation Department and their respective roles in carrying out the DTP. The subgrantee also discusses the jail and prison overcrowding problems, the benefit of having a DTP, and the expected results of the program, which are anticipated in two to four months. The description is not clear on how the funding for this program fits with the related Marion County Adult Felony Drug Court (see Case Study 2). This lack of clarity is evident throughout the application. It appears the funding is simply designed to support the workings of these two courts due to an implied, but undocumented high volume of drug cases.

Problem Statement, Goals, Objectives, Program Activities

The problem statement refers to the disproportionate number of drug cases processed by Marion County Superior Courts 14 and 20, and the resulting jail overcrowding problem. The statement identifies these courts as the “primary courts from which referrals are made for the drug treatment diversion court,” suggesting a need for targeting resources to these courts; particularly the funding of prosecutors, public defenders, and court support staff. The statement references research regarding incentives for entering treatment, but provides no empirical data to illustrate the presence of a problem. No discussion is offered as to how “Young Offenders” are a problem or how they are specifically helped by this program.

The goal of the project is to “improve management of drug cases and more effectively screen young offenders who may benefit from a drug treatment diversion program.” The goal addresses the need for better management of drug cases and greater attention to young offenders—both of which are mentioned in the problem statement. The application lists three objectives:

1. Increase the number of C felony substance abusers participating in the drug treatment program
2. Improve efficiency of disposition of felony drug cases
3. Reduce by 10 percent the number of days required to screen and determine the eligibility for the drug treatment program

The objectives are consistent with project goals, since all three address management improvement, but the objectives do not specifically relate to young offenders. However, the application lists three program activities, of which the first offers at least one linkage to young offenders:

1. Review juvenile histories to determine a causal connection between substance abuse and pending drug case(s)
2. Standardize forms and referral procedures between the two courts assigned drug cases in Marion County
3. Limit the number of pre-trial conferences and continuances after a case is more than 100 days old



The linkage between the program activities and the problems identified is not clear, particularly with respect to activity one. Further, activities two and three are general and appear to be objectives rather than activities.

Measurements and Performance Metrics

As the largest Byrne/JAG awards examined in this analysis, the Marion County Superior Court Young Offenders program unfortunately provides no performance measures on which to base any type of program assessment. This is a serious deficiency in one of the most expensive ICJI Byrne/JAG programs. The objectives allude to measures that may be collected by the subgrantee, including the number of C felony substance abusers participating in the DTP and the number of days required to screen and determine the eligibility for the DTP. Objective two implies the tracking of efficiency measures for the disposition of felony drug cases. No specific measures are outlined. Because no progress/performance reports have been submitted, no metrics are available. As such, it is impossible to evaluate the value of the program which has received substantial funding for more than five years.

Fiscal Performance

This program first received funding for the 6/1/2000 to 5/31/2001 period. Funding remained consistent for the next five years and then increased substantially during the 2005 operating period. The bulk of the funds were for personnel. The budget also included \$129,000 in contractual services to fund five attorneys. Operating expenses accounted for \$67,000 of the budget. The subgrantee has expended 80 percent of approved funds. This grant was extended three months to June 30, 2006, so final expenditures were not available at this writing.

Table 15: Budget overview, Marion County Superior Court Young Offenders, 2005 and 2006 operating periods

Category	2005 (\$)				2006 (\$)	
	Proposed	Approved	Actual	Pct.	Proposed	Awarded
Personnel	494,228	623,839	519,879	83	523,966	523,966
Contractual	115,000	129,254	77,088	60	103,403	103,403
Travel	1,300	2,050	1,300	63	3,000	3,000
Equipment	9,035	4,910	1,535	31	1,500	1,500
Operating exp	58,374	67,249	58,374	87	35,500	35,500
TOTAL	677,937	827,302	658,176	80	661,840	661,840

Note: Grant amount was amended and increased from \$496,380 to \$661,840

Actual expenditures are consistent with amended approved expenditures in most categories. Expenditures are somewhat consistent with program activities. Evidently, the subgrantee made significant investments in personnel that are not described in program activities. If the review of juvenile histories and the standardization of forms and referrals were done electronically, this would be consistent with the equipment and operating expenses expenditures. Although the financial reports were not found in the subgrantee's file, an electronic spreadsheet provided by ICJI indicated that at least four quarterly financial reports had been submitted. However, because the grant was extended three months, the final financial report was not yet submitted.

Assessment of 2006 Grant (7/1/2006 – 3/31/2007)

The 2006 problem statement is similar to the previous grant, describing problems of jail overcrowding and staffing deficiencies. The statement references a federal court order on the Marion County Jail, limiting its number of detainees. The subgrantee states that more than half the jail detainees come from Criminal



Courts 14 and 20. Thus, the subgrantee focuses on jail overcrowding as the problem and appears to mention drug offenses because of their potential for being eligible for the Drug Treatment Court Program. No empirical evidence is offered regarding substance abuse problems among youth, the program's target population. It appears that the primary problem being addressed is jail overcrowding. Diverting eligible drug offenders—though not necessarily youth offenders—to the Drug Treatment Court Program will alleviate this problem. The 2006 goal, (“to aid individuals with drug abuse issues and to reduce the recidivism rate for those drug offenders”) reasonably follows from the problem. By reducing drug offender recidivism, the overcrowding problem might be mitigated. However, the goal places greater emphasis on aiding (treating) individuals with drug abuse problems and less on overcrowding than suggested in the problem statement. The 2006 application lists three general objectives relating to better screening of eligible candidates and improving the success of participants. The objectives are consistent with the goal but are perhaps too vague to be useful. The only activity listed is to “continue to operate the Drug Court Treatment Program.”

Overall Program Assessment:

The Marion County Superior Court Young Offenders appears to be below average among these case studies, largely because it fails to document in any specific way the need for ICJI Byrne/JAG funds. It is unclear how the program fits with other ICJI Byrne/JAG awards for similar or related activities in the Marion County courts (see Case Study 2).²⁰ The subgrantee failed to submit any progress reports, making it impossible to judge the degree to which the program met its goals and objectives. Given the substantial amount of ICJI funding and the fact that this is an ongoing grant, the absence of firm documentation of the need for funds or what was done with them is a serious shortcoming. The goal appears to be a good one but it is difficult to determine whether the money was used in an efficient or effective manner in striving to reach that goal. The Young Offenders program should provide progress reports to document its impact. A greater focus on youth is needed, along with more descriptive information about the program, and empirical evidence describing the nature and degree of the problem. A clear listing of program activities would help. The subgrantee appears to have program metrics available that could document program production. Systematic inclusion of these metrics would be useful. Progress reports are needed to determine whether the subgrantee is in compliance with grant requirements.

²⁰ Evidence of this is provided in the low evaluation score (35/100) of the 2006 JAG grant application and the subsequent deferral, extension of the previous grant three months, and request by ICJI that the subgrantee reapply for 2006 operating funds while receiving a three-month extension of the 2005 grant period funding to do so.



Case Study 6: Marion County Public Defender Agency's Forensic Diversion: Alternatives to Incarceration
04-DB-028, \$115,000 Byrne/JAG award, \$153,334 total program
05-DJ-014, \$139,263 Byrne/JAG award, \$185,684 total program

Program Description

The application points out that some offenders are needlessly incarcerated and are better served by alternatives. The early identification of these offenders and diversion from incarceration will reduce delays and costs associated with incarcerating these offenders. The program has several components designed to divert offenders from incarceration. Mentally ill offenders are to be screened at the arrestee processing center (APC) by a contracted mental health coordinator. In lieu of incarceration, they will then be referred to community correctional programs as often as possible. Substance abusing clients will be screened at the APC and attempts will be made to set up substance abuse treatment to be paid for by the grant. The program will use sentencing consultants to make detailed recommendations to the judge so that appropriate community corrections alternatives can be utilized in lieu of incarceration. The juvenile court will divert cases of first-time intra-family offenders so that their families can receive counseling and the chance to have clean records.

Problem Statement, Goals, Objectives, Program Activities

The application refers to local statistics to support its claim that indigent defendants that are substance abusers, mentally ill, or intra-family violence cases for juveniles should be diverted from incarceration to alternative sentences. However, the source of these statements is unclear. The stated goal of the program is "to provide the courts, both adult and juvenile, with case disposition alternatives that will divert appropriate offenders from incarceration." The problem statement certainly identifies the need for alternative sentences if the numbers claimed (i.e., 70-90 percent of 30,000 adult and 6,000 juveniles represented annually by the MCPDA are addicted to alcohol or drug using and 10-30 percent are mentally ill) are accurate. Therefore, the goal appears to make sense. The application lists three objectives:

1. Engage ten percent of arrestees assigned to the Public Defender Agency in substance abuse treatment services prior to sentencing
2. Of the targeted 50 juveniles assigned to the Public Defender Agency who enter the Intra-Family Violence Diversion Program, 50 percent will complete successfully
3. In adult cases using a Sentencing Consultant, Consultant's recommendations will be accepted by the courts in 70 percent of the cases

The objectives say nothing about identifying mentally ill patients but otherwise appear to be consistent with the project goals. The program activities listed are consistent with the goal and listed objectives of the program. They include interviews and contracts with screeners, assessment of defendants, referral to treatment, tracking referred defendants as to follow-up with treatment provider maintaining records, interviewing and contracting with sentencing consultants, and tracking sentencing outcomes. Based on the large numbers of cases likely to be substance-abusing (according to the problem statement), these activities should positively impact the problem, although it is not clear how much.

Measurements and Performance Metrics

The application makes a general reference to tracking relevant information to assess outcomes. If so, they must track the total number of cases engaging public defender services and the number engaging in substance abuse treatment for objective one. They need to track success rates for those who enter the Intra-Family Violence Diversion Program to determine if 50 percent successfully complete. They would need to track the percentage of cases where a sentencing consultant was used, to determine if the judge



accepted the recommendation in 70 percent of those cases. It is unclear what level of acceptance is required to satisfy the criteria for objective three.

The metrics provided in the table below are consistent with the project's goals and objectives. Because 9.5 percent of PDA assignees were referred to treatment during the second half of the 2005 operating period, much of objective one was satisfied—slightly less than ten percent of referred cases. However, consumption of treatment services was very low: overall only 26 of 285 defendants attended substance abuse treatment. This is a very small percentage, and the program should consider ways of increasing the consumption rate. There is no mention of the mental health aspects of the project. In terms of juveniles, 21 of 28 were successful, which exceeds the goal of 50 percent set out in the application. With respect to sentencing recommendations, they were accepted in whole or in part in six of seven disposed cases with five more pending. It is unclear why sentencing consultants were employed in only 12 cases, given that there are 30,000 or more cases processed by the MCPDA if their estimates are accurate.

Table 16: Marion County Public Defender Agency Forensic Diversion, 2005 operating period

Performance metric	1st semi-annual report	2nd semi-annual report
Number of defendants assigned to the MCPDA	3,106	3,000
Number of defendants referred to treatment	111	285
Percentage referred	3.6	9.5
Number of defendants attending one or more treatment session	14/111	26/285
Number of juveniles in the JIVDP program	4	28
Number of juveniles completing program		21/28
Number of cases where recommendations were accepted	4/4	6/7

Fiscal Performance

This is an original grant in the 2005 operating period. MCPDA received \$115,000 from ICJI and a local match of \$38,334, totaling \$153,334. For the 2006 period, the award amount increased to \$185,684 (\$139,263 from ICJI, local match of \$46,421). The personnel expenditures were for a project coordinator. The bulk of the grant (\$130,484) was for contractual expenses for sentencing consultants, APC substance abuse screening, initial treatment appointments, a juvenile diversion facilitator to assess clients and conduct sessions, and a mental health screener from Midtown Mental Health.

In terms of actual expenditures, about 89 percent of contractual funds were expended but the final report does not detail how the \$116,226 was divided among Catholic Social Services, APC Drug Screening and Program Fees, Midtown Mental Health Center, and Sentencing Consultants. Because such detail was missing, it is difficult to assess whether actual expenditures were consistent with proposed expenditures. Expenditures appear consistent with program activities as nearly as can be determined.



Table 17: Budget overview, Marion County Public Defender Agency Forensic Diversion, 2005 and 2006 operating periods

Category	2005 (\$)				2006 (\$)	
	Proposed	Approved	Actual	Pct.	Proposed	Awarded
Personnel	20,516	17,850	17,850	100	22,344	22,344
Contractual	137,484	130,484	116,226	89	162,840	162,840
Travel	5,000	4,000	641.03	4	0	0
Operating exp	1,000	1,000	0	0	500	500
TOTAL	164,000	153,334	134,717	87.8	185,684	185,684

Assessment of 2006 Grant (04/01/2006 – 03/31/2007)

The information in the problem statement is essentially identical to the previous grant application. As in the 2005 grant, the objectives are consistent except it is not clear why the goal is only ten percent of arrestees are expected to be using drug services or why no mental health objective is listed. The program appears to be identical to the previous year with the exception that the drug screeners are now at the secured facility (rather than the court) with more time to process clients so more can presumably be found who fit the substance-abusing profile. These activities are likely to influence the problems identified, if sufficient numbers of cases are seen. The application suggests appropriate case tracking to evaluate the components of the program, with the exception of the mental health component.

Overall Program Assessment

The Marion County Public Defender Agency Forensic Diversion program appears to be an average performer among these case studies. Reports are relatively timely and mostly complete. Mental health information is absent, and financial detail is limited. This program has potential, but there are few clients relative to the total population identified in the problem statement. If the Marion County numbers in the application are accurate, then more than 20,000 clients are substance abusers and more than 3,000 are mentally ill. In this context, 285 substance abuse referrals with 26 offenders engaging in even one treatment session is unlikely to have much of an impact on this problem. Likewise, it is unclear why the program for juveniles only engaged 28 youths in the 2005 operating period. The scope of this problem is not clear, so it is impossible to determine what percent of cases were diverted, although the success rate appears good (75 percent). Criteria for success were not given so this number is hard to interpret. Finally, it is unclear why only 11 cases employed sentencing consultants. Many more cases must be diverted to this program for it to have more than minimal impact. The lack of mental health data hinders effective evaluation. The 2006 application is an improvement over the previous year's application. There is still minimal justification given as to why mental health screening should be paid for but not evaluated.



Drug Prosecutors

Case Study 7: Harrison County Drug Prosecution

04-DB-014 \$42,750 Byrne/JAG award, \$57,000 total program

04-DB-060, \$42,750 Byrne/JAG award, \$57,000 total program

Program Description

The application seeks to fund a prosecutor specifically to handle felony drug cases. The prosecutor will work closely with law enforcement to aggressively target methamphetamine (meth) labs and increase the success of prosecutions by providing legal advice and training. The application says the prosecutor will work with House of New Beginnings to develop more treatment programs but it becomes unclear what role the prosecutor would play in this effort, given that none of the program activities are related to this. From a funding perspective, this is a comparatively small Byrne/JAG program.

Problem Statement, Goals, Objectives, Program Activities

The problem statement refers to an increase in drug use and drug crime, noting that drug arrests increased from 77 to 91 from 2002 to 2004. There was an increase in methamphetamine labs from 25 in 2002 to 38 in 2004. The application notes that 21 percent of drug arrests involved methamphetamines, and states that without support that many of the drug offenders are re-offending with a small chance of overcoming addiction. The stated goal is to, “decrease the manufacture, sale, and use of drugs in the county by effectively working with all law enforcement agencies to obtain convictions for drug cases.” The goals make some sense but it is unclear how adding a drug prosecutor will reduce drug use, although an additional prosecutor could reduce manufacture and sale of drugs. It lists three objectives:

1. Promote a unitary effort among all law enforcement agencies to fight the war on drugs with mandatory training sessions and case law updates
2. Aggressive prosecution of the manufacture, distribution, and possession of methamphetamines, with a concentration on a “crackdown” on rural methamphetamine labs
3. Combat recidivism of drug crimes by working with the House of New Beginnings and taking an aggressive stance at probation revocation hearings

These objectives are consistent with project goals. It is unclear what role the prosecutor will play in reducing drug use if the sole objective is to try to aggressively revoke probations. Five program activities are listed:

1. Conduct mandatory training sessions for officers on new search and seizure case law
2. Help law enforcement officers with search warrants and legal questions
3. Conduct jury trials in drug cases
4. Attend conferences and training seminars on more effective drug prosecution
5. Conduct monthly meetings for all local law enforcement agencies to discuss possible methamphetamine lab locations

The operating logic is that aggressive prosecution will either deter or incapacitate drug offenders but this is never explicitly stated, nor is any evidence provided that such an approach will be effective. It is questionable how likely the activities are to reduce drug use, although more and longer sentences are likely to be handed out.



Measurements and Performance Metrics

No measurements are proposed in the application but the semi-annual reports provide some statistics, most of which are imprecise.

Table 18: Harrison County Drug Prosecutor, 2005 operating period

Performance metric	1 st semi-annual report	2 nd semi-annual report
Number of drug related search warrants obtained	25+	50+
Number of drug related search warrants leading to arrest	25+	50+
Number of cases regarding methamphetamine manufacturing	30+	60+
Number of trials for methamphetamine manufacturing	1	
Number of methamphetamine labs seized	15	35
Pounds of marijuana seized	1,300	

It is difficult to assess program effectiveness. The number of drug cases increased and methamphetamine labs seized decreased somewhat in the 2005 operating period (38 to 35). The metrics provided in the first and second semi-annual reports from the 2005 operating period are very vague and it is not clear if the information on the second semi-annual report is separate from or cumulative from the first report. There is no information on the number of cases carried forward versus dropped, the number of cases that led to pleas, or cases pending. The second semi-annual report notes school educational programs were conducted but does not describe how many or student attendance. The report says the prosecutor met with the judge, who agreed to increase bail amounts on meth related cases, but this action is not discussed in relation to the goals or objectives. The second semi-annual report says 42 families had children removed due to drugs and that the prosecutor is filing neglect of dependent charges on all parents who are meth users or operate meth labs.²¹

Fiscal Performance

This was a new grant in the 2005 operating period. Harrison County received \$42,750 from Byrne/JAG and a local match of \$14,250. The 2005 operating period award was for a part-time prosecutor. The 2006 application requested \$90,000 from ICJI Byrne/JAG for a full time prosecutor (with \$30,000 in local match) but was only granted continued funding at the previous grant level. The entire grant was devoted to funding a drug prosecutor in Harrison County. All funds were expended. Activities were consistent with expenditures.

Table 19: Budget overview, Harrison County Drug Prosecutor, 2005 and 2006 operating periods

Category	2005 (\$)				2006 (\$)	
	Proposed	Approved	Actual	Pct.	Proposed	Awarded
Personnel	60,000	57,000	57,000	100	120,000	57,000
TOTAL	60,000	57,000	57,000	100	120,000	57,000

Assessment of 2006 Grant (04/01/2006 – 03/31/2007)

Proposed activities are similar to the previous grant, but an additional educational component is added. The proposed activities list actions targeted at educating youth in schools. Program justification is similar

²¹ It seems clear that the operation of a meth lab could be construed as neglect (or endangering a dependent) but it is unclear how meth use alone is automatically any greater neglect of a dependent than the use of any other illegal drug. No evidence is provided to support such a singling out of meth for such special procedures.



to the prior application with updated numbers. The application states that more than 40 percent of 1,200 criminal cases in the county involved drugs, an increase from the previous year. It says 72 percent of inmates at Harrison County jail were incarcerated on drug charges. The application indicates a significant proportion of these drug cases were methamphetamine. The 2006 objectives are consistent with 2006 project goals. They include specific targets for recidivism and drug use. However, it is difficult to imagine how 50 percent reductions in recidivism (not defined) and 70 percent reduction in drug use in schools (also not defined) can be achieved by one person. The apparent goal is to combine aggressive prosecution with some educational outreach and training of law enforcement to reduce drug use through deterrence and incapacitation, but this is not stated explicitly.

While aggressive prosecution of drug cases can be accomplished, it is not clear it can create such large scale changes in drug use and recidivism. There are many measurement activities discussed in the application requiring a significant time commitment. It is not clear how one prosecutor can accomplish these activities. The application notes that the 4 Community Meth Coalition will serve as external evaluators for this program, but the nature of this evaluation is unclear. Some data proposed to support various objectives only minimally address the particular objective. One of the objectives is to reduce drug use in schools by 70 percent but does this mean cases involving the use of drugs while at school or among all students? How is this reduction to be documented? Are students to be surveyed? Similarly, the prosecutor expects large scale reductions in recidivism but this term is not defined. Such reductions appear unlikely given that the main function of the program is to increase the number of convicted drug users.

Overall Program Assessment

The Harrison County Drug Prosecutor program appears to be slightly below average among these case studies. Basically, this Byrne/JAG supported program consists of a very dedicated prosecutor. However, the actions of one prosecutor are unlikely to net substantial decreases in drug use or recidivism across an entire county. The enforcement aspects of this application are clear but there is no evidence that enforcement efforts will lead to the reductions in drug use/sales the application claims to seek. Required reports are submitted but more information on drug use in the county could be presented. There is minimal information on drug prosecutions. The exact number of cases and their statuses/dispositions seem crucial. The prosecutor takes meth cases seriously, but it is unclear what effect this has because critical information such as the exact number and status of court cases is not presented.



Case Study 8: Washington County

04-DB-044, \$40,000 Byrne/JAG award, \$53,334 total program

04-DB-059 \$40,000 Byrne/JAG award, \$53,334 total program

Program Description

The program provides funding for an additional prosecutor whose sole focus is drug cases. The prosecutor will prosecute drug cases and meet with and support the activities of the local drug enforcement team.

Problem Statement, Goals, Objectives, Program Activities

The application states that drug cases in the county increased from 21 to 59 from 2001 to 2003, and meth cases increased from 2 to 26 over the same time period. This is the extent of the empirical support provided. The rest of the problem statement simply asserts that drug use/sale is a problem in the county. The stated goal is: “to provide assistance to Drug Enforcement Team consisting of law enforcement representatives who investigate drug crimes in Washington County. To increase arrests and convictions for violations of drug laws by at least 10 percent. Ultimately to improve the quality of life for the citizens of Washington County to maintain a healthier, drug-free lifestyle.” The goal is related to the problem statement but it is unclear what the ten percent increase refers to. The application lists three objectives:

1. Hire a full-time deputy prosecutor to coordinate law enforcement efforts to identify, observe, obtain evidence, and arrest felony drug users, producers, and dealers
2. Prosecute and track the caseload in Washington County Superior Court which has jurisdiction of all drug-related criminal cases
3. Coordinate with the court personnel, probation, and law enforcement to seek more effective and efficient methods for investigation and prosecution of drug-related crimes

The objectives are consistent with the goal of increasing drug prosecutions but it is not clear exactly how these are to improve quality of life for citizens. The application lists three activities:

1. Establish regular meetings with the Drug Enforcement Team to identify drug producers/dealers. Set up protocol for using informants. Write search warrants, coordinate efforts for effective arrests, and gather evidence for successful prosecution.
2. Maintain contact with law enforcement for witness preparation in pre-trials and hearings; prepare for pre-trial conferences and develop case dispositions in court. Prepare cases for trial and increase drug convictions. Obtain training and practice to become effective at trial.
3. Attend seminars to update on case law affecting drug prosecutions. Educate law enforcement at monthly meetings to discuss problems, practices and procedures. Meet with judges and probation, periodically, finding the most effective treatment/disposition of cases. Attend substance abuse meetings monthly meetings and become involved in community-wide efforts to reduce drug use.

Measurements and Performance Metrics

Although there is a vague reference to tracking cases, no metrics are provided. Both the first and second semi-annual reports state that prosecutions have increased and communication has been improved, but neither report provides detail to support these claims or metrics to even identify how many cases were handled.

Fiscal Performance

This was a new grant in the 2005 operating period. The entire amount was directed to the salary of the drug prosecutor. For the 2005 operating period, Washington County received \$40,000 from ICJI with a local match of \$13,334. The award for the 2006 operating period (using additional 2004 FFY Byrne



funds) was identical despite a substantial increase in requested funding. All funds for prosecutor salary were expended. It is unclear to what extent budgetary expenditures were consistent with program activities approved for the project.

Table 20: Budget overview, Washington County Drug Prosecutor, 2005 and 2006 operating periods

Category	2005 (\$)				2006 (\$)	
	Proposed	Approved	Actual	Pct.	Proposed	Awarded
Personnel	70,581	53,334	53,334	100	85,237	53,334
TOTAL	70,581	53,334	53,334	100	85,237	53,334

Assessment of 2006 Grant (04/01/2006 - 03/31/2007)

This application is similar to the previous application. It describes an increase in the local number of drug cases filed. It does not use any data external to the court itself such as drug use survey data. Most of the problem is simply declared to exist. The application lists specific goals and objectives. The objectives are somewhat consistent with program goals. There are some significant areas of disconnect, however. It is not clear how the addition of a drug prosecutor can increase surveillance activities without funding, nor how the formation of a drug court is consistent with the stated goal of aggressive prosecution of drug use, manufacturing, and sale. The program description is fairly limited. There is no implementation plan provided so it is not particularly clear what the prosecutor will be doing. No specific activities are discussed. The application claims that a data base is available to track the number and types of arrests and charges filed, current case statuses, as well as descriptions of the sentence/length. These metrics appear to be reasonably connected to the goals and objectives, although no mention is made of surveillance or educational activities. As the ICJI evaluation of the application notes, this information should have been used to support the application.

Overall Program Assessment:

The Washington County program appears to be below average among these case studies. Required reports have been submitted but performance reports are inadequate, consisting of one or two sentence general responses to the questions in the form. Inadequate documentation of the results of this program makes it impossible to assess what the prosecutor did. This program is not well supported through documentation and does not seem well-coordinated. There is also a declaration that the efforts to reduce the number of meth labs appear to be having an impact despite the fact that no information beyond the number of prosecutions is provided. Further funding of this program should be based on a much more coherent and thorough description of the activities of the prosecutor, and the results these activities produce.



Training and Education Programs

Case Study 9: Indiana Public Defender Council: Forensic Diversion/Defender Performance Improvement Project

04-DB-017 \$193,294 Byrne/JAG award, \$257,726 total program

05-DJ-016 \$90,000 Byrne/JAG award, \$120,000 total program

Program Description

This program is aimed at a substantial multi-faceted increase in the quality of the public defender system in Indiana. There are extensive objectives and program activities listed in the application. The project has six major components. The first is to develop a statewide case management system for public defenders compatible with the court system. Second, the program plans to develop case-weighted workload standards for public defenders. Apparently some cases take more time than others so simply counting the number of cases to determine workload seems inadequate. The third goal is to improve computer skills for public defender (PD) personnel. The fourth component is to develop performance standards and a uniform management system that can assess both individual and organizational performance on the quality of indigent defense services. The fifth goal is to implement strategic planning processes to align PD resources and priorities. Finally, the program is to develop standards for indigence determination, assigned counsel administration, and contract PD systems.

Problem Statement, Goals, Objectives, Program Activities

The application refers to state standards for counties to receive reimbursement for indigent defense. To obtain this reimbursement, county caseloads must comply with state standards. Currently, 53 counties are eligible. The goal seems to be to increase the number of eligible counties by clarifying PD workload standards. The application reports the need for a computerized case management system that is compatible with the court system. There is also a need to develop standards for state reimbursement eligibility. The goals appear to make sense based on the problem statement. There is an extensive list of objectives, which are detailed and consistent with the stated goals, although some of them require further discussion in order to understand the scope of each objective. The program activities are numerous and seem to be at least somewhat related to the goals and objectives. It does not seem possible to complete all these activities in one grant cycle without a substantial complement of personnel. Nowhere, does the application describe the resources and/or expertise necessary to successfully carry out the activities to meet stated objectives.

Measurements and Performance Metrics

There are a number of measurement activities proposed by the subgrantee but none relating to evaluation of the success of the program. The subgrantee submitted one semi-annual progress report detailing the level of action on each of the program activities. In all, 20 of 39 proposed activities had action taken on them by the first semi-annual report. It is notable that goal one had no activity at all as of the first progress report. It is difficult to assess the progress on the grant for two reasons. There is little detail on how activities were completed and there was no progress report at the end of the grant period (as of August 15, 2006).

Fiscal Performance

This is a continuation of a grant that was begun in FFY 2003. In the 2005 operating period, ICJI awarded \$193,294 with a local match of \$64,432. In the 2006 operating period, ICJI awarded \$90,000, with a local match of \$30,000 for a total grant amount of \$120,000.



Table 21: Budget overview, Indiana Public Defender Council—Improving Indigent Defense, 2005 and 2006 operating periods

Category	2005 (\$)				2006 (\$)	
	Proposed	Approved	Actual	Pct.	2005 Proposed	2005 Awarded
Personnel	76,800	65,920	0	0	0	0
Contractual	166,000	166,000	169,772	102	107,200	107,200
Travel	5,000	1,000	0	0	740	740
Equipment	5,000	4,000	2,922	73	0	0
Operating exp	20,700	20,806	19,097	92	12,060	12,060
TOTAL	275,500	257,726	191,790	74	120,000	120,000

In the 2005 grant cycle, the grant was approved for \$65,920 of personnel funds but the application does not detail what this money would be used for. The bulk of the money approved (\$166,000) was for various contractual services. No detail is provided to support the specific amounts for most of these proposed expenditures. The final fiscal report shows that none of the personnel money was spent, although no reason is given. Nearly, \$170,000 was spent on contractual expenses. The project spent approximately 74 percent of the allocated funds. Proposed and actual expenditures were fairly consistent with some glaring exceptions. None of the budgeted money was spent on personnel or travel, and only \$420 of \$7,000 was spent on training/seminars. It is impossible to determine whether actual expenditures were consistent with project activities without much more detail about who did what, when, and what the work products were.

Assessment of 2006 Grant (04/01/2006 – 03/31/2007)

The current application argues that local public defenders need access to legal research but does not provide any basis for why it cannot be paid out of local PD budgets. This is an ongoing service that ICJI has paid for in the past and the subgrantee claims that this will be the last year it will need to be funded. Justification for the goals is similar to the previous grant. Some of the needs that are claimed were noted in the previous grant so it is unclear why/how they were not addressed in the previous grant cycle. The application describes more cost-effective/efficient alternatives for conducting training based on lessons learned from the previous grant. Documentation of this in the previous grant would have been helpful. The program is designed to support the indigent defense systems in Indiana through financial support of legal research access (Lexis/Nexis). The goal is also to conduct teleconferences that will then be made available to all members (not clear how many PDs are members). In addition, they will contract with attorneys to draft guidelines for reimbursement procedures. This is similar to a task designated in the previous grant cycle that was tied to case weighted standards but no mention of that is made here. The numerous listed activities appear likely to have some impact on the problem of inadequate indigent defense. The subgrantee proposes to conduct pre- and post-training assessments of learning for training sessions, as well as assessing customer satisfaction, and tracking the number of users who review archived training sessions. Beyond that no measurements are clearly designated. The 2006 application seems to suggest that the subgrantee will be providing a needed service, but as in the previous application more detail is needed on *how* and by whom these services will be accomplished.

The application lists goals that seem to make sense but it is not clear why they were not addressed in the previous grant cycle. The application more or less ignores the previous funding cycle and its goals. The application also lists specific objectives that seem reasonably consistent with program goals. However, no reason is given as to why some of them were not finished in the previous grant cycle.



Overall Program Assessment:

The Indiana Public Defender Council: Forensic Diversion/Defender Performance Improvement Project appears to be below average among these case studies. Fiscal reports are submitted but do not provide necessary detail given the complexity of the program. There is no final semi-annual report as of August 15, 2006. The goals appear to be worthwhile but follow through is unclear. There is little specific documentation as to how various activities will be accomplished and by whom. It is impossible to determine the overall quality of program activities based on the information available. It is unclear why actual expenditures were so out of line with proposed expenditures in some cases. There is no mention of prior ICJI grants. The 2006 application is an improvement over the previous grant, partly because the goals, objectives, and activities are fewer in number and more clearly defined. Still, the application spends a minimal amount of time discussing how activities will be completed and more importantly does not provide evidence that the agency has the expertise to do so.



Law Enforcement/Prosecution Programs

Case Study 10: Johnson/Marion County Regional Gang Interdiction Program

04-DB-020, \$158,693 Byrne/JAG award, \$211,951 total program

04-DB-057, \$80,279 Byrne/JAG award, \$107,039 total program, 04/01/2006- 09/30/2006

05-DJ-064, \$48,401 Byrne/JAG award, \$74,463 total program, 10/01/2006 -03/31/2007

Program Description

The program appears to collect information from patrol officers on suspected gang members in the form of contact sheets. Additionally, the group appears to do some education but the specifics of this are not clear. The program lists vertical prosecution as one of its activities but does not specify what this means. Vertical prosecution appears to refer to having cases attached to a specific prosecutor or prosecutors through all phases of the legal process.

Problem Statement, Goals, Objectives, Program Activities

The problem statement describes in very general terms that gangs are a problem in Marion County and that gangs have recently branched out to other jurisdictions such as Johnson County. The application claims the RGIP has added hundreds of names to its data base of identified gang members. The application states that gang members commit crimes. There are no specific statistics provided and no specific connection is made between the actions of the RGIP and the prosecution of gang-identified crimes/criminals or the reduction/prevention of crime. The RGIP is assumed to be the solution to the problem, but no evidence is provided as to how or why. There is no specific evidence given to support the assertion there is a gang problem. The application lists the goal as “the reduction of serious violent crimes and drug traffickers through an emphasis on identification and eradication of street gangs.” The problem statement does not say how the identification of gang members by itself will reduce serious crimes, drug trafficking or assist in the eradication of gangs. The application lists three objectives:

1. Identification of street gangs through the maintenance and expansion of an intelligence data base
2. Educate the public through outreach programs to schools and communities about the ... effect of street gangs
3. Intervention of specific targeted criminal street gangs

The objectives are clearly linked to identifying gang members but the role of educational efforts in objective two and the specific interventions in objective three are unclear. Seven program activities are linked to the three objectives, including encouraging officers to use “gang contact sheets,” training officers in identification of criminal street gangs, sharing information between cooperating agencies, informal communications between schools, churches, and community organizations with members of cooperating agencies, establishing consistent and continued meetings between cooperating agencies, and promoting vertical prosecution. The activities of the RGIP are only slightly likely to have an impact on gang activity based on the description provided here. There is no clear link between the problem, goals, objectives, and activities described. For example, how and why are school, church, and community organizational education efforts described as program activities expected to reduce gang activity? Are these meetings designed to help identify gang members or educate people to avoid joining gangs?

Measurements and Performance Metrics

No measurements were proposed by the subgrantee. The only metric provided is a meeting of RGIP members with 25 or more teachers and administrators in the Center Grove school system. There is no information on the number of gang members that have been identified, the number of cases generated, nor



is there any information on the number of prosecutions generated or the status of these cases. This is only based on the first semi-annual report as the second is unavailable as of August 15, 2006. The metrics are woefully inadequate, and cannot show that the program did anything relating to gang activity, even basic gang identification. There is no information provided on the number of gang members added to the database during the operating period.

Fiscal Performance

This program was first funded by ICJI in FFY 1994, and continues in both operating periods examined here. The 2006 operating period was funded through two grants. The first (04-DB-057) funded the 04/01/2006 to 09/30/2006 period. The second (05-DJ-064) covered 10/01/2006 to 03/31/2007. The total of these two grants is \$181,502 (\$128,680 in ICJI funds and \$52,821 in local funds). ICJI funding has remained steady (around \$175,000) across more than ten years.

Table 22: Budget overview, Marion-Johnson County Gang Interdiction Program, 2005 and 2006 operating periods

Category	2005 (\$)				2006 (\$)	
	Proposed	Approved	Actual	Pct.	Proposed	Awarded
Personnel	178,253	172,376	172,247	99.9		
Travel	2,200	0	0			
Equipment	49,648	28,415	26,334	93		
Operating exp	5,000	10,800	5,394	50		
TOTAL	235,101	211,591	203,975	96.4	247,603	181,502*

*Combination of 04-DB-057 and 05-DJ-064 covers 12 month operating period.

In the 2005 operating period, the bulk of the expenditures were for personnel (\$172,376). Generally, funds in each category were largely expended. Actual expenditures are consistent with proposed expenditures. Based on the available information, it is impossible to tell exactly what the investigators and prosecutors did. No information is given on the outcomes of any investigations. This is a serious deficiency of this Byrne/JAG award

Assessment of 2006 Grant(s) (04/01/2006 - 03/31/2007)

This program is nearly identical to the 2005 operating period, based on the application. It provides educational programs in schools, maintains a gang member data base, and prosecutes gang members in Johnson and Marion counties through dedicated prosecutors. The application relies on unsubstantiated statements a gang problem exists and is getting worse. There are a few newspaper articles from specific gang incidents but no other evidence. The stated goal is “to focus law enforcement energy and resources in preventing gang culture from disabling the economic and social vitality of the jurisdictional areas.” This goal is very vague, like the problem statement. The objectives and activities are not clearly linked to reducing gang activity. As described in the application, this program is minimally likely to have an impact on the problem of drug use. The application proposes to measure the number of educational programs and attendees, as well the number of gang contact sheets generated. Finally, the application states that the number of cases generated and their dispositions can be measured, but this has not been done in the past. The proposed measures are reasonably consistent with project goals.

Overall Program Assessment

The Johnson/Marion County Regional Gang Interdiction Program appears to be below average among these case studies. The underlying problem is that no performance metrics of any kind are provided by the Marion-Johnson Gang Interdiction Unit to document what it has done for the past ten years. Only the



first semi-annual report was available for review. There is no specific evidence the RGIP did anything except spend money and educate 25 teachers. There are statements that the program is working, but no supporting evidence. Problem identification is weak, the ability of the program to address the problem is unclear, and the actual activities of the program are undocumented. This program contains a first quarter progress report for the 2006 operating period which contains substantially greater detail on the specific activities of the prosecutor. Unfortunately, this multi-year grant has not been reporting even basic prosecution information up until this progress report. This program should receive no additional funding until and unless it clearly identifies what it plans to do with the money, especially given that this program has been in existence for more than ten years. Much more specific evidence is needed on the role of the prosecutors in generating cases against gang members to justify any more funding.



Conclusions and Recommendations

ICJI generally invests all its Byrne/JAG funds, but the supply of total available funds has dropped steadily since 1998, and by 2006 was at only 34 percent of its 1998 level. The overall fiscal environment of JAG funds for 2006–2007 is a declining supply of funds amidst a stable or increasing number of criminal justice needs in the state. The policy inference is for ICJI to focus scarce JAG program funds on only the most important targeted concerns of state criminal justice policymakers. In an era of increasing resource scarcity, understanding the impact of funded programs becomes crucial. For example, the selected population of Byrne/JAG awards analyzed in this report focused mainly on drug courts and alternatives to incarceration. Should these programs be the special focus of state criminal justice investments in 2007? Related to this are questions about whether this group of JAG-funded programs are effective and successful. Answering these questions must confront the sizeable challenge of weak-to-nonexistent performance reporting by JAG subgrantees.

The qualitative reviews of selected case studies suggested that Tippecanoe County and the Marion County Adult Felony (Superior) Court had above average programs, and it is perhaps especially constructive to look at these two drug treatment courts as the exemplars of the selected Byrne/JAG awards examined here. Overall, the drug court programs were the best case studies reviewed here, while the joint Johnson-Marion counties project was considered to be much less effective, largely because of its long (10-year history) and its almost total lack of reporting. Other very expensive programs might also be examined more closely. Unless data can be provided by the subgrantee to prove otherwise, ICJI could consider re-programming some of the grant awards that are not fully reporting performance metrics—for example, the Marion County Superior Court Young Offenders Grant.

A fundamental theme running through the case studies is the underreporting of information about grant activities and impacts, which hinders efforts to improve strategic investment decisions. Evaluation of some subgrantees is difficult because required financial and performance reports are not available, or very slow to be delivered. Whether this represents a failure to submit reports to ICJI, the inability of ICJI to file and access reports in a timely fashion, or some combination is unclear, but both should be addressed. Copies of case studies should be provided to the ten subgrantees profiled. Review of the findings will help those programs improve operations and refine objectives.

Alongside the major need for better reporting, the key suggestions for better management of JAG-funded programs are summarized below. Included with some of these summary recommendations are descriptions of internal administrative changes ICJI has made to improve the management of JAG awards. In particular, beginning in April 2006, ICJI implemented new performance measurement requirements for all subgrantees and a new grant monitoring policy that have begun to respond to most of the recommendations developed for this population of Byrne/JAG awards.

1. As support for problem statements, it would be helpful to see specific local statistics for drug using offenders and/or drug cases. Problem statements should describe the operating logic of the program.
2. Subgrantees should report other grants received, and what role JAG funds play in replacing prior funding and funding the overall program. There should be a better description of the overall budget for programs, including other sources of funding and how proposed ICJI funding fits in this larger picture. Along with better production statistics, more information of this type is necessary prior to making any comparisons across programs in terms of cost per offender. ICJI has addressed at least part of this recommendation with a new JAG application form that was implemented for calendar year



(CY) 2006 grants. As part of this form, information was requested regarding other grants received. Also, for CY2007 grants, full-program budgets will be requested of all applicants.

3. ICJI should encourage subgrantees to expend awarded funds in a timely manner. The *burn rate* (i.e., actual spending) of program expenditures varied across subgrantees. Efforts should be made to expend all funds during the grant period or some explanation as to why funds could not be expended should be given. Shortfalls in one year's spending should be recognized and carried over into subsequent grant awards. Regarding the rate of grant spending by subgrantees, ICJI has implemented new grant monitoring procedures for CY2006 awards that should lessen or eliminate the problem of subgrantees not spending all of their award within the grant operating period.
4. Grant recipients should be required to produce more complete metrics to document the progress of these programs. Subgrantees should document what they did to address goals and objectives and what program activities were actually produced. Given the diversity of JAG program activities, formal evaluation of subgrantees might only be possible through the analysis of self-reported performance statistics.²² For CY2006 awards, ICJI introduced and required new performance metrics for MJTFs, drug courts, drug prosecutors, gang task forces, and Residential Substance Abuse Treatment. The performance metrics were changed from being reported semi-annually to quarterly. Performance reports are due the 20th day following the close of the quarter. Also, ICJI's new grant monitoring procedures should address the issue of making sure reports are submitted in a timely manner.
5. The increased reporting required for the JAG grant applications, especially the budget narrative, and the evaluation component are tremendous improvements over the 2004 Byrne applications. Similarly, the information requested in the current quarterly performance reports, particularly for drug courts is a great improvement over the previous semi-annual report form. Regular follow-up will be required by ICJI staff to ensure information from quarterly reports are submitted in a more timely fashion.
6. Efforts should be made to document how DCs are satisfying the ten key components of drug courts (Appendix 4). The programs profiled here seemed to establish working drug courts, although most documented the enforcement/monitoring aspects of their programs more fully than treatment aspects. At this time, subgrantees are required to list the kinds of treatment services available, but not required to document the degree to which DC participants engage in various treatment options. Tracking this information is crucial for evaluating the operation of drug courts. Specific information on the range of treatment services should be made available as well as whether they are actually being used by DC participants. The recently created quarterly performance report for drug courts would be ideal for this purpose. The new performance matrix for drug courts that ICJI implemented for CY2006 awards is based on the ten key components for drug courts. According to ICJI staff, the performance matrix is based on a similar report currently used in Michigan.
7. Potential subgrantees need to have a good understanding of what program evaluation is, and how it is accomplished. Many subgrantee applications addressed program evaluation, but showed confusion about how to engage in meaningful program evaluation. While the sometimes high costs of program evaluations might be difficult to be build into many JAG-funded program budgets, in the case of some selected key JAG-funded programs, ICJI might consider requiring that at least some of the costs of program evaluations be included in the submitted budgets.
8. Concerning all JAG subgrantees, ICJI should consider adopting a more systematic Byrne/JAG reporting data base, for quarterly progress and fiscal reports (excluding MJTF programs, which have an operating relational data base already).

²² For full listing of recommended performance measures, see *Performance Metrics for 2006*, report 06-C06, March 2006 (Center for Urban Policy and the Environment, SPEA-IUPUI). Drug court metrics are included on pages 6 and 7. Drug prosecution metrics are listed on page 9.



9. Regarding the state's largest criminal justice investments, several Byrne/JAG programs in Marion County (Young Offender Grant and the Marion-Johnson County Gang Interdiction Unit) require much closer reporting supervision. These programs have provided no real record of their possible impacts—if there are any. They should not be funded further without some measures of performance. Because of their proximity to ICJI, site visits would be a useful tool for documenting the actual activities of the various funded programs. In addition, ICJI's new grant monitoring policies and quarterly reporting requirements should improve ongoing assessments of the largest JAG investments around the state.
10. Some subgrantees are not offering large programs even though there are apparently large supplies of potential clients or consumers. For instance, the Marion County Public Defender Agency Forensic Diversion has plenty of room to expand, as do a few other subgrantee programs. Clark County Adult Felony Drug Court is another JAG program apparently under-serving its potential market.



Appendix 1: Byrne/JAG mechanics

Byrne grants could be used for a variety of purpose areas, as follows, summarized from a longer list of 29:

1. law enforcement programs and efforts aimed at reducing drug and alcohol activity through prevention and intervention, and through the utilization of new technologies and implements
2. law enforcement efforts targeting white collar crime and the illegal exchange of stolen good and property
3. enhancement of general law enforcement efforts including the development of anti-terrorism strategies and training programs
4. enhancement of prosecution efforts and court processes related to drug crimes
5. enhancement of public correctional systems and the provision of prison industry projects
6. treatment programs for offenders outside of correctional facilities
7. victims, juror, and witness assistance programs
8. development of programs to enhance drug control technology including forensic laboratory analysis of DNA
9. development and enhancement of criminal justice information systems;
10. development of innovative criminal justice programs
11. improving the criminal and juvenile justice system's response to domestic and family violence, including spouse abuse, child abuse and abuse of the elderly
12. utilization of evaluation programs designed to assess drug control strategies
13. alternatives to detention
14. gang intervention and prevention programs
15. enhancement of child abuse prevention efforts
16. cooperative programs between law enforcement organizations and the media and public in apprehending suspected criminal offenders

All states may apply for Byrne formula grant funds. Of the total amount appropriated by the Federal government for the program, each state receives at least 25 percent (base amount) or \$500,000, whichever is greater. After each state has received its base, remaining Byrne funds are allocated based on state populations. From the amount awarded to the state of Indiana, 60 percent goes to the state and 40 percent goes directly to local units of government. Acting as the State Administering Agency (SAA), ICJI receives the 60 percent state portion and has four federal fiscal years to expend the grant. It must “pass through” a pre-determined percentage of the funds to local units of government.²³

Similarly, all states (as well as other entities) may apply for JAG grant funds. As with Byrne grants, of the total amount appropriated by the Federal government for the JAG program, each state receives .25 percent (base or *de minimis* amount) or the amount of the initial state calculation, whichever is greater.²⁴ However, unlike Byrne, remaining JAG funds are allocated based on *both* state population and Part 1 violent crime statistics from the Federal Bureau of Investigation's (FBI) Uniform Crime Report (UCR). The 60/40 split between state and local units of government remains—although only certain local units of government

²³ If at the end of the four year period ICJI has not expended the grant in full and has not requested an extension, which was then approved by the Bureau of Justice Assistance (BJA), the balance must be returned to BJA.

²⁴ Bureau of Justice Assistance. *Justice Assistance Grant (JAG) Program, 2005* (technical report).



qualify for JAG funds based on their share of violent crimes compared to the state.²⁵ The variable pass through requirement for ICJI remains the same as under the Byrne grant program.²⁶

²⁵ Unlike Byrne grants, JAG funds are required to be deposited in a trust fund by the SAA, and therefore have the ability to earn interest.

²⁶ Bureau of Justice Assistance. *Edward Byrne Memorial Justice Assistance Grant (JAG) Program, FY 2006 State Solicitation*.



Appendix 2: Identifying Byrne/JAG grants for this analysis

The following describes how grants were selected for inclusion in the Byrne/JAG report analysis. This process began in mid-May of 2006. Grants were pulled from the “*Copy of Data for Center*” file provided by ICJI. All grants with a 2005 operating period (i.e., 4/1/2005 – 3/31/2006) and all grants with a 2006 operating period (i.e. 4/1/2006 – 3/31/2007) were pulled. The population of grants for the Byrne/JAG report was then pulled from these sets. The population included *only 2005 and 2006 grants for non-MJTF programs (i.e. drug courts, alt to incarceration, other judicial programs)*. This population of grants did not include MJTF’s or residential or jail-based substance abuse programs. The details of this process for each operating period are described below.

2005

1. Forty-four (44) Byrne grants with 04 prefixes were pulled from the Byrne 2004 worksheet and 2 Byrne grants with 03 prefixes were pulled from the Byrne 2003 worksheet for a *total of 46 grants with a 2005 operating period (i.e., 4/1/2005 – 3/31/2006)*. Notably, two grants had irregular grant periods (7/1/2004 – 3/31/2006 and 7/1/2004 – 4/30/2006). These 03 prefix grants were added after original list was created (on or about August 10).
2. From this set, 19 grants were identified as either a drug court, alternative to incarceration, or other judicial program. These 19 grants represented the population of Byrne/JAG report grants for the 2005 operating period.
3. Of these, 10 ultimately became case studies. Nine grants were originally identified by Terrie Grantham as having continuation grants in 2006. One grant (04-DB-030) was added to the cases after the June CJI board meeting approved its continuation (grant number 05-DJ-029)

2006

1. Eighteen (18) JAG grants with 05 prefixes were pulled from the DJ 2005 worksheet, 15 Byrne grants with 04 prefixes were pulled from the Byrne 2004 worksheet, and nine Byrne grants with 03 prefixes were pulled from the Byrne 03 worksheet for a total of 42 grants with 2006 operating periods (i.e., 4/1/2006 – 3/31/2007). In addition, following the June CJI Board meeting, two JAG grants (029 & 064) with 05 prefixes were added after the original list was created, bringing the *total number of grants with 2006 operating periods (i.e. 4/1/2006 – 3/31/2007) to 44*. Notably, six grants had grant operating periods slightly different from the rest; three ran from 1/1/2006 – 12/31/2006, one from 12/1/2005 – 11/30/2006, one from 7/1/2006 – 3/31/2007, and one from 10/1/2006 – 3/31/2007.
2. From this set, 27 grants were identified as either a drug court, alternative to incarceration, or other judicial program. These 27 grants represented the population of Byrne/JAG report grants for the 2006 operating period.



Appendix 3: Drug & violent crime arrests and selected Byrne/JAG grant totals, by county

County	2004 pop 18 yrs +	Part I violent arrests, 2004	Part I violent arrest incident rate per 10K pop 18+	Total drug arrests, 2004	Drug arrest incident rate per 10K pop 18+	Drug + violent arrests per 10K pop 18+	Selected 2005 & 2006 Byrne/JAG awards (\$) [see note below]
Vanderburg	132,552	758	57.2	1,312	99.0	156.2	175,181
Wayne	53,023	124	23.4	690	130.1	153.5	0
Marion	630,064	4,328	68.7	5,012	79.5	148.2	3,221,591
Allen	246,787	1,392	56.4	1,636	66.3	122.7	162,453
Bartholomew	53,794	92	17.1	499	92.8	109.9	0
Floyd	53,587	51	9.5	520	97.0	106.6	31,969
Jackson	31,165	52	16.7	274	87.9	104.6	0
Grant	54,771	189	34.5	348	63.5	98.0	0
Tippecanoe	120,316	144	12.0	954	79.3	91.3	210,710
Howard	62,882	98	15.6	458	72.8	88.4	0
Daviess	21,622	25	11.6	166	76.8	88.3	0
Fayette	18,946	8	4.2	149	78.6	82.9	0
Fountain	13,200	30	22.7	75	56.8	79.5	0
Vigo	79,472	101	12.7	526	66.2	78.9	102,868
Johnson	92,929	199	21.4	515	55.4	76.8	287,373
St Joseph	196,991	238	12.1	1,265	64.2	76.3	150,331
Warrick	41,521	85	20.5	230	55.4	75.9	193,230
Lake	361,142	773	21.4	1,942	53.8	75.2	0
Putnam	28,439	57	20.0	156	54.9	74.9	0
Shelby	32,446	51	15.7	177	54.6	70.3	0
Tipton	12,581	20	15.9	66	52.5	68.4	0
Morgan	51,288	83	16.2	261	50.9	67.1	0
Cass	29,943	15	5.0	181	60.4	65.5	0
Elkhart	136,252	93	6.8	772	56.7	63.5	0
Steuben	25,381	38	15.0	123	48.5	63.4	0
Decatur	18,333	10	5.5	103	56.2	61.6	0
Starke	16,885	11	6.5	92	54.5	61.0	15,026
Clinton	24,982	17	6.8	135	54.0	60.8	0
Dubois	30,064	52	17.3	130	43.2	60.5	57,731
Vermillion	12,595	24	19.1	52	41.3	60.3	0
Rush	13,216	12	9.1	66	49.9	59.0	0
Miami	26,951	28	10.4	130	48.2	58.6	0
Hancock	45,607	65	14.3	201	44.1	58.3	111,642
Porter	117,284	239	20.4	445	37.9	58.3	0
White	18,608	2	1.1	106	57.0	58.0	0
Fulton	15,475	16	10.3	72	46.5	56.9	0
Benton	6,704	9	13.4	29	43.3	56.7	0
Boone	37,124	51	13.7	159	42.8	56.6	0
Noble	34,040	42	12.3	150	44.1	56.4	0



County	2004 pop 18 yrs +	Part I violent arrests, 2004	Part I violent arrest incident rate per 10K pop 18+	Total drug arrests, 2004	Drug arrest incident rate per 10K pop 18+	Drug + violent arrests per 10K pop 18+	Selected 2005 & 2006 Byrne/JAG awards (\$) [see note below]
Jefferson	24,577	23	9.4	115	46.8	56.2	0
Scott	17,509	19	10.9	76	43.4	54.3	42,750
Marshall	34,085	27	7.9	157	46.1	54.0	0
Gibson	25,266	23	9.1	113	44.7	53.8	0
Dearborn	36,102	17	4.7	175	48.5	53.2	0
Sullivan	17,047	23	13.5	66	38.7	52.2	0
Knox	30,110	9	3.0	147	48.8	51.8	0
Pike	9,938	9	9.1	42	42.3	51.3	0
Whitley	23,737	34	14.3	87	36.7	51.0	0
Dekalb	30,155	24	8.0	129	42.8	50.7	0
Madison	99,599	76	7.6	420	42.2	49.8	221,075
Greene	25,361	9	3.5	115	45.3	48.9	0
Kosciusko	55,259	48	8.7	221	40.0	48.7	0
Montgomery	28,361	15	5.3	123	43.4	48.7	0
Newton	10,900	14	12.8	39	35.8	48.6	0
Union	5,392	5	9.3	21	38.9	48.2	0
Orange	14,728	13	8.8	57	38.7	47.5	0
Posey	20,254	21	10.4	75	37.0	47.4	0
Pulaski	10,380	9	8.7	40	38.5	47.2	0
Spencer	15,267	13	8.5	59	38.6	47.2	0
Owen	17,392	24	13.8	58	33.3	47.1	0
Warren	6,599	6	9.1	25	37.9	47.0	0
Ohio	4,491	6	13.4	15	33.4	46.8	0
Carroll	15,237	20	13.1	51	33.5	46.6	0
Blackford	10,526	4	3.8	45	42.8	46.6	0
Crawford	8,394	7	8.3	32	38.1	46.5	0
Jay	15,835	11	6.9	62	39.2	46.1	0
Switzerland	7,163	6	8.4	27	37.7	46.1	0
Jasper	23,441	26	11.1	81	34.6	45.6	0
Parke	13,394	11	8.2	50	37.3	45.5	58,256
LaPorte	83,192	64	7.7	312	37.5	45.2	0
Clay	20,357	6	2.9	86	42.2	45.2	0
Hamilton	163,305	79	4.8	655	40.1	44.9	0
Clark	76,130	70	9.2	270	35.5	44.7	193,712
Ripley	20,066	15	7.5	68	33.9	41.4	0
Wabash	26,132	14	5.4	93	35.6	40.9	0
Washington	20,784	26	12.5	58	27.9	40.4	80,000
Monroe	99,604	53	5.3	339	34.0	39.4	316,773
Hendricks	90,899	113	12.4	243	26.7	39.2	0
Randolph	20,121	10	5.0	68	33.8	38.8	0
Adams	23,405	24	10.3	65	27.8	38.0	0
Martin	7,926	2	2.5	27	34.1	36.6	0
Lawrence	35,328	10	2.8	108	30.6	33.4	114,660
Franklin	16,860	2	1.2	54	32.0	33.2	0
Delaware	92,453	62	6.7	241	26.1	32.8	0



County	2004 pop 18 yrs +	Part I violent arrests, 2004	Part I violent arrest incident rate per 10K pop 18+	Total drug arrests, 2004	Drug arrest incident rate per 10K pop 18+	Drug + violent arrests per 10K pop 18+	Selected 2005 & 2006 Byrne/JAG awards (\$) [see note below]
Wells	20,843	31	14.9	37	17.8	32.6	0
Henry	36,472	17	4.7	98	26.9	31.5	0
Jennings	20,638	5	2.4	57	27.6	30.0	0
Lagrange	24,389	3	1.2	66	27.1	28.3	0
Perry	14,928	4	2.7	28	18.8	21.4	0
Huntington	28,577	13	4.5	43	15.0	19.6	0
Harrison	27,513	5	1.8	33	12.0	13.8	85,500
Brown	11,891	0	0.0	7	5.9	5.9	0
State totals	4,637,274	10,802	23.3	25,956	56.0	79.3	5,832,831

NOTE: Total is for 46 selected Byrne/JAG awards (excluding MJTF grants) and including only drug courts, alternatives to incarceration, and other law enforcement or prosecution programs. Operating periods encompass April 1, 2004 through March 30, 2006. UCR data are for calendar year 2004.



Appendix 4: Drug Court Overview

Drug courts provide an alternative to incarceration for non-violent drug offenders, combining intensive court supervision, monitoring through drug screens, and treatment services. Nationally, such programs have been shown to reduce recidivism for drug offenders.²⁷ The Indiana General Assembly authorized jurisdictions to create drug courts (DC) in 2002 in Indiana Revised Code section 12-23-14.5. This legislation provides for oversight and certification of drug courts by the Indiana Judicial Center (IJC). According to the IJC, a drug court is an “immediate and highly structured judicial intervention process for substance abuse treatment of eligible defendants or juveniles that brings together substance abuse professionals, local social programs and intensive judicial monitoring.”²⁸ To become certified in Indiana, proposed drug courts are required to demonstrate they comply with the “10 key components” of drug courts. The DCs reviewed here address in varying degrees many of the ten components.

The Ten Key Components of the Drug Court Model²⁹

1. Drug courts integrate alcohol and other drug treatment services with justice system case processing.
2. Using a non-adversarial approach, prosecution and defense counsel promote public safety, while protecting the participant's due process rights.
3. Eligible participants are identified early and promptly placed in the drug court program.
4. Drug courts provide access to a continuum of alcohol, drug, and other related treatment and rehabilitation services.
5. Abstinence is monitored by frequent alcohol and other drug testing.
6. A coordinated strategy governs drug court responses to participants' compliance.
7. Ongoing judicial interaction with each drug court participant is essential.
8. Monitoring and evaluation measure the achievement of program goals and gauge effectiveness.
9. Continuing interdisciplinary education promotes effective drug court planning, implementation and operations.
10. Forging partnerships among drug courts, public agencies, and community-based organizations generates local support and enhances drug court.

²⁷ For a discussion drug courts, see http://www.ndci.org/courtfacts_benefits.html.

²⁸ <http://www.in.gov/judiciary/drugcourts/docs/rules.pdf>

²⁹ Key components were retrieved from <http://www.in.gov/judiciary/drugcourts/docs/rules.pdf>, accessed September 1, 2006.